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 COLLEGE 
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Class No.	*330.9742
Book No.	B81
Acc. No.	39262
Date	2-15-49

BOSTON UNIVERSITY

College of Business Administration

THESIS

War and the Economy of Portsmouth, New Hampshire

by

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(B. of Ed. Plymouth Teachers College 1933)

submitted in partial fulfillment of
the requirements for the degree of

MASTER OF BUSINESS ADMINISTRATION

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I. INTRODUCTION

A study of the economy of Portsmouth, New Hampshire would be most incomplete without a discussion of the social and economic background of this city which dates among the early communities settled in this country.

As early as 1603 Captain Martin Pring sailed up the Piscataqua River (now the boundary between New Hampshire and Maine at Portsmouth) in search of sassafras and returned with reports of the abundance of fish found there. However, it was not until 1623 that David Thompson and a small group of colonists from Plymouth, England established a settlement at Odiorne's Point. This fishing and trading station continued until 1630 when it was expanded to include what is now known as New Castle and a part of Portsmouth. The enlarged settlement, known as Strawberry Banke, became a flourishing community. A simple form of government was established in 1635. In 1653 it was incorporated by the government of Massachusetts as a town under the name of Portsmouth. In 1679 New Hampshire was proclaimed a separate province with Portsmouth as its capital until 1775. In 1849 it was incorporated as a city with its present boundaries, becoming the second oldest city in the state.

Today, one may still see evidences of the high position occupied by the community in the days before and immediately after the American Revolution. Portsmouth,

originally a fishing and trading post, soon became an important center of the lumber industry. In 1706, seventy sawmills were in full operation on the banks of the Piscataqua River. Because of the abundance of pine and oak, a great ship building industry was developed. This played an important part in the economy of Portsmouth from the latter part of the seventeenth century to the middle of the nineteenth. Portsmouth became known throughout the world for the sloops-of-war and "clipper ships" built there. Thus, by reason of its ship building traditions, together with its excellent natural harbor commanding a strategic position on the northeastern coast of this country, a United States Navy Yard was established on Dennett's Island in Portsmouth Harbor in 1794. In 1946 the status of this important ship building yard was changed to that of a Naval Shipyard.

Although Portsmouth boasts of many smaller industries, it may well be said that the Naval Shipyard is Portsmouth. A large percentage of the city's population receives income from the Naval payroll.

The population of Portsmouth increased slowly. From a village of 4,720 persons in 1790, (1) it took one hundred fifty years to change to a city of 14,821. (2)

(1) Portsmouth Chamber of Commerce, Essential Facts About Portsmouth (Portsmouth, 1947), p. 1

(2) Ibid., p. 1

However, with our entry into World War II, a rapid growth in the population was evident. From 1940 to 1944, over 20,000 persons (1) were found to be living in this small city. This tremendous increase in so short a period of time had a most noticeable effect upon the whole economic and social structure of the city.

It is about the impact of World War II on the city of Portsmouth, and how the people and the various organizations rose to meet and surpass the many obstacles that faced them, that I have chosen to discuss in this thesis.

(1) Ibid., p. 1

II. PROBLEMS EXISTING IMMEDIATELY PRECEDING, DURING AND IMMEDIATELY FOLLOWING WORLD WAR II

A. HOUSING

Although it took a period of one hundred fifty years for Portsmouth, New Hampshire to grow from a village to a small city, it took less than four years for the number of people living in this city to be increased over 30% as shown by a census taken in 1944. (1) At this time over 22,000 persons were residing in Portsmouth. This abnormal increase in population caused extremely difficult housing problems for the city. In January, 1941, the National Defense Coordinator established a need for 2,200 additional housing units in the general area. (2) Of this amount 600 were to be built in Kittery, Maine, while the remainder was allocated to Portsmouth and other communities within a twenty-five mile radius of the Navy Yard. This resulted in Portsmouth receiving over 1,100 new families.

The housing facilities existing at the beginning of the war included buildings that dated from Colonial times to those constructed during that present year. There were no modernistic houses to be found. Many of the older houses were in excellent condition, while others were classified as

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- (1) Portsmouth, N. H. Chamber of Commerce, Report of (1946)
(2) N. H. State Planning and Development Commission, Seacoast Region of New Hampshire, A Plan For Development of the (New Hampshire, 1942), p. 42

unfit and not safe to live in. When centrally located, the utilization of many of these old homes as apartments made desirable living quarters. Others that had been developed into apartments created hazardous conditions. There were several old four- and five-story buildings within the business district that lacked proper means of egress. In certain sections of the city the type of housing accommodations found contributed to the classification of the areas as being sub-standard. The lack of maintenance, poor design, obsolete water closets in basements, plus the state of general disrepair of these buildings, were all contributing factors. There were many definite fire hazards to be found in neighborhoods consisting of these delapidated wooden houses.

The city has made serious efforts to correct these hazardous conditions by demolishing many of the most undesirable structures upon acquiring tax titles. However, there is still much to be done.

The demand for centrally located apartments could not be met. The best solution to the problem was the conversion of more of the large, old houses. This was limited very greatly by federal regulations which precluded any but the simplest building and repair operations. Even if it had been possible to undertake all the necessary remodeling desired, the tremendous cost, plus the uncertain length of period during which these apartments would be desired, would cause the owner to hesitate before making such an investment.

Portsmouth has a fixed area of 15.15 square miles. (1) Although the business area is well defined, only about 10% of the remaining area had been built upon. The density of the population of the area at the beginning of the period of defense was about 1,100 per square mile. (2) This, compared to other areas where there could be found a density of 4,000 and over per square mile, was a significant factor in the potential housing problem of Portsmouth. Even with the allowance of space for parks, playgrounds, and other municipal requirements, there was still ample room for several hundred more homes in areas affording community facilities. In addition to these, one could find land in the outlying sections of the city suitable for the construction of an additional several thousand.

When the Navy Yard began to expand, families began to pour into the city and outlying suburbs. By the time the industrial, naval and military establishments had reached their full program of activity, the city was a boom town. This was evidenced by the increased construction of both a permanent and a temporary nature, the amount of land exploitation, hasty decisions and high pressure construction methods, plus the increases seen in rents.

(1) Jordan, F. E. Portsmouth and National Defense, Reprints from the Portsmouth Herald, (New Hampshire, 1941), p. 10

(2) Ibid., p. 11

It was evident that plans should be formulated by the city officials to cope with the problems created by these existing conditions. The first step was taken by the members of the Portsmouth City Council on January 23, 1941, when a resolution was adopted authorizing the Mayor to appoint an advisory Planning Board for the City. (1) This Board was to study the development of the City of Portsmouth with particular reference to the defense housing program and to recommend such courses of action as would result in the greatest benefit to the city.

On January 29, 1941, a meeting of the Council was called to discuss the National Housing Problem at which three principal items were considered: (2)

1. The need of meeting defense requirements.
2. How to cause the least expansion and expense.
3. The making of these developments into permanent community benefits.

At this meeting a representative of the Reconstruction Finance Corporation assigned to Defense Housing told the Council members of the proposed construction of defense homes to be built on Sherburne Road. These homes were to be of permanent structure and of single family units. All of these were to be taxable property.

(1) Portsmouth City Council, Records of the Minutes of the
(January 23, 1941)

(2) Ibid., (January 29, 1941)

Early in 1941 it was learned that an 800-unit housing project was being proposed for the Portsmouth area. Although there were only a few days between the time of the appointment of the Planning Board and the deadline for the making of the final decision by the federal agents, a study was made by the Board with the assistance of the State Planning and Development Commission. It was found that the site that had been chosen by the federal authorities had been selected without any consideration of the future development of industrial Portsmouth. It was adjacent to the potential tidewater industrial area. The prevailing winds blow across the site from this industrial area which might later have serious effects upon its desirability as a housing development. It was also found that the terrain was of a ledgy nature which would cause any construction of street, sewer and water facilities to be expensive.

The Planning Board recommended that a more suitable and less expensive area for the proposed site should be selected. They also proposed that the 800-unit project be broken up into two or more smaller developments, so as to avoid a monotonous housing area which might have difficulty in being absorbed into the city's future development.

The federal authorities, however, refused to abandon their plans and proceeded with the necessary ground-work for the project.

The greatest problem with which Portsmouth was faced relative to the increased population and subsequent housing facilities, was that of supplying water. Some six years previous to the war, the National Board of Fire Underwriters had recommended that the available supply be doubled from 2,500,000 gallons a day to 5,000,000. (1) This was for a population estimated at approximately 16,000 people, including New Castle and the Hotel Wentworth.

Not only had the population increased in Portsmouth, but New Castle also was expanding. Besides the added civilian families that had moved into the small island town, the Harbor Defenses had brought approximately 2,000 military personnel.

In determining the amount of water to be needed, the City of Portsmouth had to think of New Castle and the various Forts found in that area. It was estimated that the supply must be doubled in order to satisfy the needs of both the military and the civilian population served.

During the early part of the war, Portsmouth was getting with forced pumping, and the conversion of Peverly Brook through ground seepage, a maximum of approximately 2,500,000 gallons daily. (2) This was later supplemented by another estimated 700,000 gallons daily from a new 53-well

(1) Jordan, F. E., Portsmouth and National Defense, Reprints from the Portsmouth Herald, (New Hampshire, 1941), p. 23

(2) Ibid. p. 23

The following is a list of the names of the persons who have been

admitted to the membership of the Association since the last meeting.

Mr. J. H. Smith, Mr. W. B. Jones, Mr. C. D. Brown, Mr. E. F. Green,

Mr. G. H. White, Mr. I. J. Black, Mr. K. L. Grey, Mr. M. N. Blue,

Mr. O. P. Yellow, Mr. Q. R. Purple, Mr. S. T. Pink, Mr. U. V. Brown,

Mr. W. X. Green, Mr. Y. Z. Blue, Mr. A. B. Yellow, Mr. C. D. Purple,

Mr. E. F. Pink, Mr. G. H. Brown, Mr. I. J. Green, Mr. K. L. Blue,

Mr. M. N. Yellow, Mr. O. P. Purple, Mr. Q. R. Pink, Mr. S. T. Brown,

Mr. U. V. Green, Mr. W. X. Blue, Mr. Y. Z. Yellow, Mr. A. B. Purple,

Mr. C. D. Pink, Mr. E. F. Brown, Mr. G. H. Green, Mr. I. J. Blue,

Mr. K. L. Yellow, Mr. M. N. Purple, Mr. O. P. Pink, Mr. Q. R. Brown,

Mr. S. T. Green, Mr. U. V. Blue, Mr. W. X. Yellow, Mr. Y. Z. Purple,

Mr. A. B. Pink, Mr. C. D. Brown, Mr. E. F. Green, Mr. G. H. Blue,

Mr. I. J. Yellow, Mr. K. L. Purple, Mr. M. N. Pink, Mr. O. P. Brown,

Mr. Q. R. Green, Mr. S. T. Blue, Mr. U. V. Yellow, Mr. W. X. Purple,

Mr. Y. Z. Pink, Mr. A. B. Brown, Mr. C. D. Green, Mr. E. F. Blue,

Mr. G. H. Yellow, Mr. I. J. Purple, Mr. K. L. Pink, Mr. M. N. Brown,

Mr. O. P. Green, Mr. Q. R. Blue, Mr. S. T. Yellow, Mr. U. V. Purple,

Mr. W. X. Pink, Mr. Y. Z. Brown, Mr. A. B. Green, Mr. C. D. Blue,

Mr. E. F. Yellow, Mr. G. H. Purple, Mr. I. J. Pink, Mr. K. L. Brown,

Mr. M. N. Green, Mr. O. P. Blue, Mr. Q. R. Yellow, Mr. S. T. Purple,

Mr. U. V. Pink, Mr. W. X. Brown, Mr. Y. Z. Green, Mr. A. B. Blue,

Mr. C. D. Yellow, Mr. E. F. Purple, Mr. G. H. Pink, Mr. I. J. Brown,

Mr. K. L. Green, Mr. M. N. Blue, Mr. O. P. Yellow, Mr. Q. R. Purple,

Mr. S. T. Pink, Mr. U. V. Brown, Mr. W. X. Green, Mr. Y. Z. Blue,

Mr. A. B. Yellow, Mr. C. D. Purple, Mr. E. F. Pink, Mr. G. H. Brown,

Mr. I. J. Green, Mr. K. L. Blue, Mr. M. N. Yellow, Mr. O. P. Purple,

Mr. Q. R. Pink, Mr. S. T. Brown, Mr. U. V. Green, Mr. W. X. Blue,

Mr. Y. Z. Yellow, Mr. A. B. Purple, Mr. C. D. Pink, Mr. E. F. Brown,

field that had been planned to relieve the pre-war shortage. Even this combined supply of 3,200,000 gallons per day was not sufficient to meet the war needs. (1) It was estimated that 5,000,000 gallons per day would be needed to meet the minimum demands. It was seen that forced pumping could not continue. In order to preserve the quality of the water to be used, generous reserves were required. These were further needed to prevent any permanent depletion of the source of supply. Portsmouth was faced with the problem of securing additional sites from which the supply of water could be increased.

On April 18, 1941, a special meeting of the City Council was called to discuss a possible project for increasing the water supply to New Castle and the Forts. (2) It was felt that the installation of a 12" line, rather than the present 8" line would create a more stable supply for the area. It was learned that the federal authorities did not expect the City to stand the entire cost of the project. This discussion resulted in the proposal that the city stand twenty per cent of the cost and the remaining eighty per cent to be born by the federal government. It was not until July 2, of that year that formal notice was received from

(1) Ibid. p. 23

(2) Portsmouth City Council, Records of the Minutes of the
(April 18, 1941)

the War Department authorizing the commencement of this project. The federal authorities had accepted the proposal of the City Council. The Council then appropriated an amount "not to exceed \$2,500" (1) which was added to the Water Department's allotment for this purpose.

Even with this added supply to the New Castle area, so much water was utilized by the Forts that pressure sufficient for the needs of Hotel Wentworth was not forthcoming. This resulted in the closing of this famous resort-hotel for the duration of the War.

A study was made of the necessary enlargement and extension of the Portsmouth Water system and of the needed increase to the dry-weather-yield of water supply. Contracts for the sale of water to the federal agencies gave assurance that an additional indebtedness of \$94,000 could be liquidated from the net revenue. (2) It would be necessary, however, to obtain federal aid to accomplish such an undertaking.

In January, 1942, the estimated defense needs per day were set at 722,500 gallons. (3) These were to be divided as follows:

Public Building Administration Homes	280,000 gallons.
Forts Constitution and Stark, and	
Camp Langdon	180,000 gallons.

(1) Ibid. (April 18, 1941)

(2) Ibid. (January 28, 1942)

(3) The Portsmouth Herald, (New Hampshire, January 13, 1942)

Pierce Island Recreation Camp . . .	62,500 gallons.
Fort Dearborn	200,000 gallons.

In February, 1942, Portsmouth was given an outright grant of \$281,000 by the federal government. (1) This, together with an added \$94,000 to be contributed by the city was to be used for the development of the project necessary to establish a 450,000 gallon-a-day supply at Greenland, and for connecting mains to the area defense units. In addition, the Federal Works Administration allotted \$163,502 for the federal construction of a supplementary 375,000 gallon-a-day supply at Rye. (2) This supply was built and owned by the federal government and leased to the city. The rate was determined by the costs of operation for the first six months of use. These improvements included two new wells. Each of these was complete with pumps, motors, buildings, chlorinators, and accessories. Each was capable of delivering 312 gallons per minute. One was to be used in case of a break-down, while the other added some 450,000 gallons to the city's present water supply. (3)

Thus, Portsmouth's water system was improved to the point where today the city boasts of two complete systems. In

(1) Ibid. (February 14, 1942)

(2) Ibid.

(3) Ibid.

addition to the water supplied from the driven wells where sixty-five pounds of pressure is used to distribute the water through six- and eight-inch lines, there is also the so-called "Peverly Brook" system. This water which is naturally soft, is supplied at fifteen-pound pressure through a twelve-inch main. According to latest statistics, there are 68 miles of water mains. The complete water works plant, with a capacity of 4,225,000 gallons, is valued at \$994,493.24 (1)

The first of the Defense Housing projects to be started was the 600-dwelling development built by the Navy Department in Kittery, Maine, adjacent to the Navy Yard. This project, known as "Admiralty Village", was built to augment the housing needs of the Navy Yard personnel and workers. There were 400 units constructed under the Lanham Act to house civilian war workers. An additional 200 units were authorized under the President's Emergency Act of 1942 to care for Navy personnel.

These units may be divided as follows: 450 units are four-room-duplex structures. (One duplex was destroyed by fire, thus only 448 units inhabitable.) 150 units are four-room-single structures.

(1) Portsmouth City Directory, The, (New Hampshire, 1947)

The Navy Department operated this project from its opening in November, 1941 until July, 1942. At this time the authority for its operation and maintenance was taken over by the Federal Housing Authority. It is presently under the same authority as the Wentworth Acres project-- a later development--with the same director responsible for both.

The Public Works Administration built a complete sewerage and disposal plant for the project. Each unit is supplied with water and electric ranges. The individual must pay the electric company directly for his own consumption. The project is equipped with a community building where groups may meet, and from which administration duties are carried on.

The second federal project to be started in the Portsmouth area was the quasi-federal project known as Pannaway Manor. This group of 159 medium-priced, single-family dwellings was financed by the Reconstruction Finance Corporation. The ownership was later transferred to a private organization called the Defense Homes Corporation.

All of the houses are constructed of wood and set on comparatively small lots. Fourteen of them have garages. None have porches. It is easy to note that the several basic designs have been varied by color treatments and by reversing the plans. All units are equipped with electric

stoves, oil burners, continuous hot water, wash tubs in the cement-floored cellars, tile baths and porcelain sinks. They are all insulated against the extremes to be found in the weather.

The houses were constructed in three sizes, and the rental fees were based upon this fact. Some had four rooms and a bath, renting for \$45 per month. The next larger group had four and one-half rooms, a bath and a garage, renting for \$50 monthly. The largest type, renting for \$55 per month, had five and one-half rooms and bath. A monthly charge of \$1.25 for water consumption was added to the above rental fees.

In March, 1941, the City Council adopted a resolution relative to the installation of a water system for the project. (1) It was agreed that the city of Portsmouth was to install a water distribution system of sufficient size and capacity to furnish the development with adequate water for domestic use and for fire protection. This was to be accomplished by the laying of water mains throughout the project and by installing water service from these mains to the inside line of the sidewalk in front of one hundred lots that were to be designated by the Corporation. Fire hydrants

(1) Portsmouth City Council, Records of the Minutes of the,
(March 9, 1941)

were to be connected in such a manner that no residence would be more than a 500-foot distance from the nearest one.

The city was to furnish all of the labor necessary for the installation of this system, plus all cost incident to these installations, with exception of the cost of labor and equipment for excavating and subsequent refilling necessary in the trenches for the water mains. This latter was to be done by the Corporation. The Corporation was to deposit \$8,750 with the proper municipal authority to be used by the city for the payment of actual materials required within the property for the installation of water mains and fire hydrants. It was agreed that the city make a monthly report to the Corporation of all disbursements.

The city was required to make yearly reports of the gross income received by the city from water furnished to residences, and to refund to the Corporation the entire sum deposited by it for the cost of materials used in the above installation. The yearly reports were to be discontinued after the entire sum had been refunded.

Master water meters were installed to measure the water used in the project. A separate meter was to be installed immediately whenever a residence was sold.

The Pannaway homes were originally built for occupation by officers of the Navy and Army, or by civilian workers at the Navy Yard. This was later changed when

difficulty was encountered in renting the entire number of houses to include any person whose job was connected with national defense. There were no restrictions as to the size of the family. It was found that the average family applying consisted of two adults and two children. The average age of the children was eight years.

All streets through the development were of hard surface, curved and bordered with young trees. There was an area which was partially developed--later improved by the city authorities--for use as a recreation park. The homes were well cared for and, although the unchanged proportions of the houses, together with constant roof heights and nearly level characteristics of the site created somewhat of a monotony, the general effect was not unpleasing.

The first families moved into the project in October, 1941. These homes continued throughout the war period under the ownership and administration of the Defense Homes Corporation. At the close of the war they were offered for sale to the public. Those already living in them had the first opportunity to buy. At the presenttime, all of the 159 houses are privately owned and have fitted well into the development of the city of Portsmouth.

The third federally sponsored housing development was the 800-family project known as Wentworth Acres. The passage of the Lanham Act by the United States Congress in 1942 created the authority and provided the funds for the

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building of this housing project by the Public Building Administration of the Federal Works Agency. This was later turned over to the division of Defense Housing of the Public Works Agency for operation.

As has been stated before, the federal authorities gave no consideration to the wishes of the people of Portsmouth in the location or the style of architecture used in constructing this development. The subsequent cost and difficulties of construction, and the expense of creating the necessary services for the project justified this criticism of federal procedure.

Instead of planning a style of architecture that would conform to the Colonial architecture so prevalent in Portsmouth, the houses built were frame-construction with asbestos shingles. Slight variation in design was created by mixing houses of different sizes and varying the color of roof shingles. In general, the appearance is that of a community of barracks or warehouses. Much planning will be needed if these buildings are to be turned into an asset for the city. Some houses are set at right angles to the street giving a most unattractive effect, as many backyards are exposed--many of which are none too tidy. There are no cellars to the buildings and consequently coal and firewood may be found in bins or piles outside.

The 800 dwellings house an approximate population of 3,000 people. These dwellings may be broken down into the following groups: 120 three-room (one bedroom) units; 480 four-room (two bedrooms) units; and 200 five-room (three bedrooms) units. They may also be broken down as follows: 80 six-family dwellings; 50 four-family dwellings; and 60 two-family dwellings.

The buildings were not designed for long life and have many defects and inconveniences that would not have occurred in more expensively constructed houses. The coal- or wood-burning furnaces are located in the kitchens. The necessity for the conservation of oil caused the converting of the original oil-burning units to the style presently used.

Actual work was commenced on the project in April, 1941. The last unit was completed in February, 1942. In December, 1941 the first occupant moved into the development. In November, 1942, 95% of the total dwellings had been occupied. According to the Director of the project, from that time the mean occupancy fluctuated between 95% and 100%.

In April, 1942, under an executive order of the President of the United States, all housing was consolidated into the National Housing Agency. The Federal Public Housing Authority was delegated the responsibility of management and operation of this project. It was at this time that the

responsibility of management and operation of both the Wentworth Acres and Admiralty Village became consolidated under one director. The projects are at present under the authority of the Housing and Home Finance Agency of the Public Housing Administration.

In the late fall of 1945 an Amendment to the Lanham Act restricted eligibility for occupancy of the development to veterans and servicemen; families of absent servicemen; and families of deceased veterans. This amendment did not affect those families of war workers who were already living there. The results were most noticeable. There was an abrupt decrease in the size of the families. The veterans being younger, averaged one or two children, while the war workers' families averaged from three to eight. There are at present approximately four hundred units occupied by veterans of World War II and their families. Many of these are students at the University of New Hampshire in nearby Durham.

Wentworth Acres has three and one-half miles of roads and 140 acres of land--23 acres of which are wooded or open areas. Although the site is considered unfavorably for many reasons already discussed, it may be considered favorably from other points of view. It is adjacent to the Atlantic Heights area, a building project of World War I. It is less than two miles from the business district. This, together

with the fact that it has excellent bus service, makes it easily accessible to the shopping and amusement center of the city.

The project has a complete sewerage treatment and disposal plant. It has a propane gas (liquid petroleum) storage and vaporizing plant, the gas for which is procured from tank cars. It is, incidentally, one of the largest domestic users of propane gas in New England. The water which is sold to the area by the city enters through a main meter and is distributed to the units by the project's own distributing system. It maintains its own road repairs and snowplowing; also its own debris, garbage and ash collection. It has its own police.

The property must eventually be disposed of by the Government according to the present existing laws. However, there has been no date announced, and just what will become of this development is a matter of speculation.

The story of housing in Portsmouth is not complete without a few words about the Golter projects. Shortly before the war a need for houses was seen by an enterprising Portsmouth citizen, Mr. John Golter, who started the construction of thirty homes in the Sherburne area of the city. As they were completed, these houses were sold to local people who were either anxious to occupy a home of their own or desirous of changing their dwelling location.

Although these houses were started before the war, it was not until about the middle of the war period that the final one was completed. They were all either four-, five-, or six-room dwellings of various styles of architecture that fitted well into the general pattern of the suburb. The cost of these well-built and well-landscaped homes ranged from \$5,000 to \$7,000. The increased valuation of the general area today due to the Pannaway Manor development which is found across the street from the Golter project, the erection of the new Sherburne School to care for the elementary pupils from this area, and the frequent bus service available has, in turn, increased the valuation of these homes approximately \$3,000.

In 1945 during the final days of active hostilities, Mr. Golter, with the assistance of two contractors, again began to develop a housing project. In the belief that the demand for housing would be great for many years to come, particularly in this area where many Shipyard workers were still found to be commuting from as far away as Boston, a track of land was purchased about two miles south of the city on U. S. Route #1. This land consisted of some 337 acres including a considerable amount of woodland. The first thing accomplished was the laying out of streets in the area. This was followed by the extension of the water lines by the city of Portsmouth to include this development. The water is piped

into the project from the main line at the expense of the contractors. Although it is hoped that the project will eventually have its own sewage disposal plant, at the present time septic tanks care for the individual sewerage problems.

This housing area is known as the Elwyn Park Project and will ultimately include 535 individual dwellings. As the units are completed, they are sold and others are commenced. All of the homes will range in value from \$8,000 to \$10,000 and will have four, five or six rooms. Most of them will be on lots averaging approximately one-half acre. Some will have a slightly larger amount of land.

Here, also, one finds varied styles of architecture, all of which blend in with the general scenery. As many of the trees have been left, there is a beauty in the landscaping of this area which is not to be found in the other modern developments in Portsmouth.

In June, 1941 a Homes Registration Office was established under the supervision of the Defense Housing Coordinator. Although this was established in Portsmouth, it was set up to serve the entire Defense area to aid in the clarification of the general housing needs and to bring the demand in touch with the housing market. The activities were at first performed by WPA workers. Upon the cessation of WPA activities, the work was taken over as a voluntary activity by the USO offices located at the local YWCA. Inspection of registered

rooms and homes was made by the League of Women Voters for a period. However, this practice was later discontinued. A listing of 290 houses for rent and 233 for sale was compiled as a result of circularizing all the homes of the city. (1)

In August, 1941 another survey of Navy Yard workers was completed. A total of 3,852 returns were made. While 3,306 persons expressed themselves as satisfied with their living arrangements, only 546 persons stated that they were not content with their present conditions. (2) The survey is as follows: (3)

Report on Housing Survey Conducted at
Portsmouth Navy Yard, August, 1941

I. Total returns completed	3,852
A. No. satisfied with present accommodations	3,306
B. *No. dissatisfied with present accommodations	546
1. Cost	74
2. Size	89
3. Condition	76
4. #Distance from Yard	185
5. Other	93
6. Not reporting	29
II. Blank returns	359

* Men who are rooming in vicinity of Yard and wished to bring families there tabulated in section 5.

Men living farther than 20 miles tabulated in section 4.

(1) N.H.State Planning and Development Commission, Seacoast Region of New Hampshire, A Plan For Development of the (New Hampshire, 1942), p. 47

(2) Ibid., p. 47

(3) Ibid., p. 48

An analysis of these 546 returns disclosed that a total of 239 could not be relied upon to seek new housing. However, a total of 307 persons definitely desired different housing. Of this group 185 lived more than 20 miles away. 93 were rooming in the area but were desirous of establishing a home for their families in the locality.

At the same time a table was made showing the geographical distribution of workers who had stated their desire to find new accommodations. (1) This is shown below:

Distance from the Navy Yard (Daily travel twice the miles given)	Number
Less than 5 miles	225
5 - 14	97
15 - 24	60
25 - 34	16
35 - 44	64
45 - 54	45
55 miles and over	38
Not reporting	1
Total	546

The trend in housing and general increase in development activities in the city of Portsmouth may be easily seen from the following statistical data as indicated by reports obtained from the office of the City Auditor. (2)

Year	Assessed Valuation	Tax Rate per \$1,000
1940	\$20,000,882	\$29.50
1944	20,507,158	32.70
1946	22,433,570	35.50
1947	25,541,120	37.00

(1) Ibid., p. 48

(2) Portsmouth City Auditor, Report of, (1940, 1944, 1946, 1947)

In 1940 the total funded or fixed debts were listed as \$764,000, while the amount had increased to \$780,000 as of July 31, 1947. (1)

The Community Statistical Abstract for Portsmouth in 1942 indicated that in that year there were 4,122 houses, of which 1,789 were owner-occupied. (2) Since that time 1,100 dwelling units have been added. (3) At the present time there is a demand for approximately 300 new homes. The number of building permits issued in 1946 was 243 with the construction valued at \$482,095. (4) 41 new dwellings were constructed during that year, while there were approximately 1,500 real estate transfers. (5)

Although the high cost of materials, as well as their scarcity, are factors that are retarding the construction work in the city, there is evidence of much building as the statistics show. The future amount of housing needed will be dependent upon the status of the Naval Ship yard and its need of employees, as well as the potential development of the industrial areas of the city. At the current writing prospects are high and building continues to flourish.

(1) Ibid., (1940, 1947)

(2) Bureau of Business Research, Community Statistical Abstract for Portsmouth, N. H., (Boston University, C.B.A., 1942)

(3) Portsmouth City Directory, The, (1947)

(4) Ibid., (1947)

(5) Ibid., (1947)

B. INDUSTRIES AND RETAIL TRADE

INDUSTRIES Although the area near the seacoast is most often thought of as recreational in its activity, manufacturing is actually the most important factor in its economy. The main industry is the Portsmouth Naval Shipyard. However, there are other important industries located in Portsmouth. The principal types include leather, textiles, wood and food products, paper and pulp, metal, fibre and gypsum products, beer and ale, brick, printing and publishing, rubber footwear, plastics and chemicals. Agriculture is also carried on in the form of dairy farming, market gardening and poultry raising in the outlying areas.

During the time of the national emergency, industry operated at a great disadvantage in this region, as in many others. As in other sections of New Hampshire and the nation as a whole, the economy of Portsmouth was affected in many ways. Shifts from civilian to military effort, and from non-manufacturing work to direct war production brought about many changes in types of work performed by the people and in the amount of wages they received. Many workers left their employment in private industry or on the farm to take advantage of the favorable wage differentials found at the Naval Shipyard. Others left the area entirely to accept positions at high wages in Defense industries of other states. Because of this, it may be easily seen that many skilled workers and

much able management became a permanent loss to Portsmouth. Unemployment caused by the recession of 1940 and the aftermath of the depression of the 1930's reduced during the war to a point of being practically nonexistent. In fact, conditions had set the stage for full employment. Many people previously considered unemployable were drawn into the labor force for patriotic and pecuniary reasons. Among these workers were found housewives, elderly persons, handicapped individuals and young people.

After 1942 many changes in industries and products took place. As discussed in another section of this paper, emergency training for skilled workers was established. This included the training of machinists, mechanics, electricians and welders. It was noted that seasonal layoffs in industry disappeared and local labor shortages became acute. This resulted in a vigorous program of recruiting employees to staff the vital industries found within the city.

Industry already faced with a serious shortage of labor was also faced with the problem of securing materials to continue manufacturing operations. Many industries converted their plants to the manufacture of defense products, while a few found it necessary to operate on a limited scale, or close their plant entirely for the duration.

Portsmouth was the only city in New Hampshire to actually feel the severe impact of the war industry due to

the location of the Naval Shipyard. It is because of the importance of this vital industry that a study of the activities of the Shipyard shall be first considered.

PORTSMOUTH NAVAL SHIPYARD (1)

"The Naval Shipyard is Portsmouth." This Naval Shipyard has played a vital part in every war since the early history of Portsmouth. A large percentage of the city's population receives income from its payroll.

At the time of the first World War, the Shipyard began to specialize in the construction of undersea craft. By 1922 it had produced sixteen submarines and had won a name for itself because of the excellence of the ships. Because of this experience and the moderate amount of construction carried on after the first World War, the importance of this Yard was recognized by the Naval authorities at the outbreak of the second World War. At the present time it occupies a position of national importance for its technical ability in the field of submarine construction.

The Naval Shipyard was one of the first establishments to require large numbers of additional workers. The entire Portsmouth area was largely affected by the great influx of workers and their families who were attracted by the continuing need for additional help at the Yard. By the

(1) All information and statistics relative to the Portsmouth Naval Shipyard obtained from the Production Department, United States Naval Shipyard, Portsmouth, N. H.

end of 1940, the Portsmouth Naval Shipyard was the largest manufacturing unit in the entire state. All of its production and repair work had been for the government and was geared directly to Naval armament, and growth rather than conversion was required.

The following statistics show the number of workers employed from July, 1939 to July, 1946, and indicate clearly the rapid growth of the Naval Shipyard. (1) (All employment figures are for the month of July in the year shown.)

<u>Year</u>	<u>Number</u>
1939	3,484
1940	5,468
1941	8,623
1942	15,009
1943	20,028
1944	20,100
1945	15,078
1946	6,600

From a total of 3,484 employees in 1939, the Yard reached its employment peak in November, 1943 at which time there were 20,445 men and women employed having a daily payroll of \$173,475.34. (2) From this time until the latter part of 1944, it remained close to 20,000.

The two main types of manufacture carried on at the Naval shipyard were the construction of submarines and the manufacture of standard electric equipment.

(1) Ibid.

(2) Ibid.

The increase in the amount of submarine construction and the subsequent decrease in the amount of time necessary for this construction can be seen from the following statistics. (1) In the year 1941, there were 4 submarines built. It necessitated 469 days of actual building time for each submarine, and a total of 193,000 man days. In 1942 there were 12 completed, and in 1943 there were 19. In 1944 the building program actually reached its peak production. 32 submarines were completed. At that time the need for submarines decreased and there was a general cut-back in the building program. However, had there been no cut-back, 43 submarines would have been placed in the water at the end of that year. The number of calendar days required to complete one of these boats had decreased to the all time low of 173. The efficiency of the workers may be measured by the fact that only 83,000 man days were necessary for each submarine at that time. In 1945 there were only 12 constructed, and in 1946 the number fell to 3. In order to facilitate the actual speed-up in the production of these boats, practically all sea trials and tests, that formerly were thought essential, were omitted. The type of tests that were mainly used were dock tests. In other words, there were no trial runs, but any testing would be done right at the

(1) Ibid.

building docks. This, too, indicates the high degree of proficiency of the workers at the Shipyard. It is also interesting to note that the speed of construction was assisted by the ability to prefabricate sections of the boats in one of the buildings of the National Gypsum Company that was taken over by the Navy for this purpose.

In order to facilitate the great increase in the building program at the Shipyard, civilian construction concerns employing several thousand workers were given contracts to complete the construction of buildings, drydocks, etc. More than ten million dollars were spent for permanent improvements. (1) Among these improvements were: A new building basin in which submarines were built; a new drydock accommodating two submarines (This was in addition to the old one which could care for four.); the old ship-ways were entirely reconstructed to give four ways instead of the original two, as well as to allow for a great deal more overhead room; a building shed was built to facilitate the construction of sections that were to be moved to the main ship-ways; the shipfitters' shop was enlarged; a new building was erected for the outside machine shop workers; a large addition on the inside machine shop and pipe shop was completed, as well as on Building #56--the main office building;

(1) Ibid.

a new submarine barracks for submarine personnel; a new Supply Department building; a large recreation building and club; and new additions to the Naval Hospital and Naval Disciplinary Barracks were completed.

All employees went on a three-shift, around-the-clock program--6:00 A. M. to 2:00 P. M., 2:00 P. M. to 10:00 P. M., and 10:00 P. M. to 6:00 A. M.--as another means of accelerating production.

In January, 1942 the purchase of suitable quarters in Somersworth, New Hampshire was approved by the Navy Department for an annex to the local Naval Shipyard. (1) In the summer of 1942 this Somersworth Annex was opened and all of the manufacturing of electrical equipment was completed there for the Portsmouth Yard. Many of the other Naval building programs obtained materials from this source also. This plant remained in operation until the latter part of 1945. At this time it was gradually closed and the equipment transferred again to the Shipyard. This transfer was completed in June, 1946. The increase in the amount of manufacturing done in the Electrical plant may be seen from the following employment statistics from July, 1940 to July, 1946. (2)

(1) Ibid.

(2) Ibid.

<u>Year</u>	<u>Number</u>
1940	722
1941	1,261
1942	2,345
1943	3,597
1944	2,083
1945	1,611
1946	308

Until 1942 the Naval Shipyard purchased all AC electrical power from Portsmouth. However, in 1943, the Shipyard power plant was entirely remodeled, and from that time AC power was purchased only for peak loads. This resulted in a saving of some 50%. Since the cessation of hostilities, it has been necessary to purchase power only to meet emergency needs.

In 1944, as has been seen, the submarine building program began to slacken in intensity and accordingly employment began to decline for the next year by several hundred per month until V-J day, after which large scale lay-offs began. However, long before this need for decreasing the Yard personnel, the directors of the Portsmouth Chamber of Commerce arranged a conference between representatives of labor and management at the Naval Shipyard and the members of the New Hampshire delegation in the Congress of the United States. The people of Portsmouth remembered the sudden stoppage of work at the Portsmouth Yard following the close of the first World War and the subsequent disastrous effects upon its local economy. Because of this, they were desirous of finding a way by which the work might be tapered off

gradually at the war's end. It was agreed that this might be accomplished by bringing additional repair work to the Yard when new construction lessened, by returning manufacturing processes that had been jobbed out for the purpose of speeding up new construction, and by hunting up new types of work for the local Yard. This pattern was followed closely.

In 1944 there was a small amount of repair work done. This increased monthly and by late 1945 a large amount of work of this nature was accomplished. By September, 1946, nearly 100% of the work completed was repair work. (1) Thus, the result of this transition from war to peace was accomplished smoothly and with a minimum amount of adverse effects upon the economy of Portsmouth.

At present there is an active training program being carried on for the employees of the Yard. The apprentice trainees are required to have four hours of class room instruction, as well as on the job instruction and actual on the job work. A Work Improvement Program has been designed to bring up the level of supervision. This is a "must" for all supervisors. There is also an on the job training program for mechanics who are actually on the job. All of these training programs have been necessitated by the change in personnel since the end of active hostilities. The replacement of the

(1) Ibid.

more skilled workers by the returning veterans, together with the fact that many of the older workers have been retired, has made it necessary that added training be given in order to complete the same quality of work demanded of them.

One of the greatest problems confronting the Production Department officials is the building up of an adequate staff of supervisors in the various shops. During the war much of the construction work was done on an assembly-line basis, and the worker became skilled in only one or two operations. Now, however, this has been changed and it is necessary for a worker to be skilled in many operations. The result of this change is that fewer men are capable of acting as supervisors. The greatest advantage seen at the present time is the fact that the Shipyard workers are "submarine-minded" and are anxious to keep up the high standards of proficiency that have been achieved in the past.

There are many private industries found in Portsmouth varying in degree as to importance. Many of the smaller concerns found here today have been in operation only a short period of time. Other industries that were in operation at the beginning of the period with which this paper deals, are not to be found now. All of these changes have taken place because of many reasons. The war may have been the direct result for some in that materials for production were not available, or the difficulty incurred by these small plants

in obtaining the necessary amount and kind of labor. Another reason that might be forwarded was the inability of the concerns to compete with the defense industries in the payment for labor, and the subsequent desertion of workers to these latter industries. Still another reason that is found in the post-war period is the exorbitant cost of materials for manufacture which resulted in a lack of market for many products. Thus, instead of attempting a discussion of all of these industries, only the more prominent ones will be included in this paper.

THE MORLEY COMPANY The Morley Company is one of the oldest and most widely known industries found in Portsmouth. The story of this concern would be incomplete without a brief review of its interesting history.

In 1880 James Morley invented a shoe button sewing machine in this city and found that the major problem of production with which he was concerned was the lack of a uniformity in the size and shape of buttons purchased for use in this machine. After ten years of struggling, a decision was made to manufacture his own buttons. Thus, in 1890, with adequate financial backing, the Morley Button Sewing Machine Company was formed. (1)

(1) Portsmouth Herald, The, (New Hampshire, February 5, 1943)

This company became prominent throughout the country as manufacturers of fiber shoe buttons, fiber-headed upholstery nails, and clothing buttons. Fiber-headed nails for use in electrical wiring were later extensively manufactured. Fiber clothing buttons were developed at the turn of the century and became their largest selling product.

The production of the company expanded to unforeseen proportions and other materials were manufactured. These included cloth with metal laundry tags, elastic machines and clinch buttons.

In 1917 a paper mill was built in order that their own button boards could be produced, and a large-scale production of sew-on clothing buttons was commenced.

In 1938 an eyelet button was developed as a tufting button for mattresses. With the rise in popularity of inner-spring mattresses, these buttons have become their major item of production. The Morley Company has become the largest producer of these tufting buttons and manufactures approximately 70% of the world's supply at the present time. (1)

The development of Tretone Newspaper Stereotype mats used by newspapers all over the country started an entirely new industry for the plant. This enabled the company to make use of machinery which had been idle and increased the company operations.

(1) Ibid. (New Hampshire, February 5, 1943)

Other items of manufacture include fiber golf tees, collar buttons, ring travelers, and fiber shoe soles. The Morley Company started the manufacture of compression molded plastic clothing buttons early in the development of the plastic industry. These buttons are an important part of their present day manufacture.

With the installation of new and modernized equipment, it is now possible to accomplish approximately six times as much work today as in the earlier days of production. These new machines require a button to travel about one-eighth of a mile during the process of manufacture. This, compared with the six-mile journey of earlier days has made it possible to eliminate much wasted factory space. Thus, it is found that several of the numerous buildings housing the Morley plant a few years ago, have either been sold or leased to small diversified industries, as well as to the State Trade School.

During the war period the Morley Company was presented the Army-Navy 'E' for outstanding achievement in the production of war equipment. (1) They manufactured gas mask face forms and gas resistant bags for the Army Chemical Warfare service, machining and plastic molding for the Navy Department, fiber and molded plastic buttons for the Armed

(1) Ibid. (New Hampshire, February 5, 1943)

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services, tufting buttons for use of the Maritime Commission and Medical Corps, and fiber dim-out shades which were used by industries and utilities. Among the items of manufacture for civilians during this period were Ebonide hard fiber and molded plastic buttons for war workers' garments, fiber board for lunch boxes, and the essential stereotype mats for the newspaper industry.

The major production problem of the war period was that of labor. The establishment of price ceilings by the government agencies prohibited the payment of wages comparable to those obtained by employees at the local Shipyard. This led to a large turnover of labor in the plant. It was estimated that about 65% of the wartime personnel of the plant was composed of women.

In August, 1945 all war work contracts were completed, and the company again proceeded on a civilian production basis. At the present time the plant is producing to capacity and finding a ready sale for their tufting buttons, clothing buttons, and fiber board for use in the shoe and luggage industries. Their employees number approximately 75.

THE NATIONAL GYPSUM COMPANY The National Gypsum Company, one of the important industries of Portsmouth, is located on the banks of the Piscataqua River at Freeman's Point about a mile and one-half from the business center of the city.

Freeman's Point is a fenced in area that juts out into the

Piscataqua in such a manner that ships carrying the necessary raw materials are able to dock with ease at the unloading pier alongside the plant after a three-mile journey up the river. The plant, itself, is composed of some fifteen buildings which are spread out over a fifty-acre area, and although most of these buildings are relatively old, they are all very substantial.

The plant started in 1921 as the Atlantic Gypsum Company and was acquired by the National Gypsum Company as one of their numerous plants in 1935. (1) Soon after this a considerable amount of new equipment was installed in order to make it a more productive establishment.

The crude gypsum rock is imported from mines in Nova Scotia and transported by ship to the plant. Here one finds two revolving cranes which allow for the unloading of a ship fore and aft at the same time. The rock is then transferred from the dock by another crane to the regular storage piles from where it is taken to the processing mill as needed.

The Portsmouth plant is one of four on the Atlantic seaboard (The others are located at New York, Savannah and Baltimore.) and services all of the New England States with the exception of Connecticut.

(1) National Gypsum News, (New York, May, 1948), p. 6

Along with a complete line of gypsum product including gypsum wallboard, laths, sheeting and general building products, the Portsmouth plant manufactures various types of industrial plaster. A special plaster made here is used by the Vermont granite producers to hold large blocks of granite in place while they are being cut and polished.

In 1942 the plant was forced to close for the duration of the war. This was necessitated by the lack of shipping facilities which made it impossible to obtain the crude rock, as well as the inability to obtain paper. Although the company owns three paper mills where the finest grade of wood wool, shredded from New England poplar is produced, the labor situation made it almost impossible to maintain this industry.

However, from 1941 to the time of closing, the plant was producing to capacity. Between 80% and 90% of the finished products were used in the construction of military and naval camps and in the federal housing projects.

During the period in which operations had ceased at the plant, one unit was leased to Defense Supplies Corporation, a government agency, for the storage of burlap. It was estimated that this building would accommodate some 6,000 tons of this material. (1) Another building, as

(1) The Portsmouth Herald, The, (New Hampshire, June 19, 1943)

previously discussed, was used by the Navy Department for the prefabricating of parts essential in the construction of submarines.

On January 15, 1946 the Portsmouth plant was once again reopened and gypsum products from this section were again shipped throughout the New England states. At present, with some 150 people employed, this National Gypsum Company plant is producing at full capacity.

THE FRANK JONES BREWING COMPANY

One of the oldest industries in Portsmouth is the Frank Jones Brewing Company. At one time this brewery was one of the world's largest producers of ale. The plants, themselves covering 16 acres, included some 200 acres of land, had its own water reservoir, together with approximately three miles of mains that carried the water to the plants. At the time the plant was forced to close because of the prohibition laws, it was doing both a national and international business.

In 1933 the Eldredge Brewing Company commenced the manufacture of ale in Portsmouth, and in 1936 the owners of this company purchased the Frank Jones Brewing Company. Extensive improvements were made and added facilities installed to care for the amount of production. Although many of the original buildings had previously been sold, this company used some of the old structures and made use of the splendid water supply.

During the war years when competition was not so keen as it is now, production averaged 100,000 barrels a year according to an authoritative company representative.

In June, 1947 A. and G. J. Caldwell, Incorporated of Newburyport, Massachusetts, purchased the industry and re-established the trade name, "Frank Jones Ale". Employing some 50 men, this company, having the advantage of more modern equipment and methods, is servicing Maine, New Hampshire and Massachusetts. It is said to be a 50,000 barrel industry at the current time. The ale is packaged in bottles and barrels and shipped entirely by truck to the distributors.

CHADWICK AND TREFETHEN The Chadwick and Trefethen concern is one of the older companies to be found in operation in Portsmouth. This company produces machinery tools and is particularly famous for the manufacture of expansion reamers. One of the first of these reamers to have been placed upon the market was manufactured by this concern more than forty years ago.

Before the war this company imported a great deal of steel required in the manufacture of machinery tools and reamers from England and Sweden. However, because of shipping conditions during the war years, they were unable to obtain such essential imports, and since that time have obtained all of their material from this country.

The main problem of this company since the war is that of obtaining suitable labor. Under ordinary operating

conditions 45 men were employed. During the war, although high priorities were granted for obtaining the necessary steel for production, no priorities were granted for labor. Consequently, the number employed decreased to 28.

Although company officials were reluctant to disclose the amount of production of this plant, it was learned that they carry on a world-wide business. Their products are exported to countries all over the world. Before the war, it was estimated that about 25% of their trade was in the nature of exports. However, although the war increased the demand for their reamers and tools, it became more of a domestic trade. At present, their export trade has again become an important factor, although they do not have the trade with England that was previously enjoyed. This is undoubtedly due to the post-war economic plight of that country. This plant, like so many other Portsmouth industries, is producing at full capacity for the number of employees they are able to obtain, and there is very little likelihood of future plant expansion.

CONTINENTAL SHOE CORPORATION The Continental Shoe Corporation is a division of the Consolidated National Shoe Company of Boston, Massachusetts and has been in operation in this city for many years.

This company manufactures women's Goodyear-welt shoes. Employing approximately 250 workers, they produce 25

various patterns and have an average production of 300 cases per week--36 pairs of shoes to a case.

The production capacity of this plant has not changed since before the war. The company is still manufacturing at full capacity. During the war the number of employees that they were allowed to hire was frozen by the government at 250. This was based upon pre-war employment figures. It has not been necessary to increase this number since that time.

The main problem with which this company was faced during the war years was the freezing of patterns that could be used in production. No new patterns could be introduced, nor was it possible to manufacture fancy shoes. All of the shoes produced were required to be of solid colors with matching thread and eyelets. No two-tone shoes were allowed to be made. As in other industries, the scarcity of steel was also noticed. It was very difficult to obtain the nails necessary for manufacture, as well as needles used in the stitching rooms. Leather soles were prohibited, and it was necessary to use a synthetic rubber cement.

Although these problems have been eliminated to a large extent since the war, the company still faces a major problem in the procurement of wooden lasts. It is impossible to determine the number of various lasts that will be needed to meet the public demand for a specific style and size of shoe. Because of the cost of these lasts to the manufacturer,

it is not practical for them to keep a large supply on hand. Consequently, the problem arises in being able to speculate as closely as possible the number that will be consumed.

MASSARO BRIKCRETE AND CEMENT BLOCK PLANT

The Massaro

Brikrete and Cement Block Plant is definitely a post-war industry. The plant was established in June, 1946 by an Army veteran who became aware of the difficulty of building contractors to obtain cement blocks. At the present time, the industry is a growing one and is producing at full capacity. Some 40,000 units weekly are manufactured here. It is expected that it will be necessary to enlarge the plant in the near future. Both cement blocks and modern masonry brikretes are produced here. In fact, this plant is thought to be the first north of Connecticut to undertake the production of brikretes, which are waterproof, colored, cement blocks to be used in the place of bricks for construction purposes.

The materials used at this plant include cement which is obtained from Thomaston, Maine; sand from their own pit in nearby Newington, New Hampshire; and the coloring (chromolite) from Holland, Michigan.

The plant is fortunate in being located close to the railroad yard and has access to two spur tracks. All transportation is accomplished by rail or truck.

In addition to the construction of cement blocks and brikretes, two other industries have been incorporated.

These include the Salisbury Metalcrafts and a Welding Service and Machine Shop. These shops are fabricating wrought iron rails used for trim in house construction, and also railing for bridges.

With an ample supply of labor and raw materials, the future success of this young industry seems assured.

YANKEE SHOEMAKERS, (DIVISION OF SAM SMITH SHOE CORPORATION)

In 1946 the owners of the Sam Smith Shoe Corporation of Newmarket, New Hampshire, purchased land and a building belonging to the city for the purpose of establishing a division of their shoe manufacturing plant in Portsmouth. Plans were made to employ about 200 people. The plant was placed in operation and for about a year extensive manufacturing was carried on. However, due to general conditions, both in the field of labor and production, it was decided to transfer the majority of the work to the main factory at Newmarket. For a short period of time some stitching operations were completed in this local plant. In the latter part of 1947 these operations also were taken back to the main factory.

In February, 1948 the Portsmouth plant was leased to a new concern, the Gold-Craft Shoe Company, Incorporated. This concern, employing between 50 and 100 persons, is engaged in the manufacture of hand-sewed women's loafers. At present the industry is too young to obtain much information, and its future success is a matter of speculation.

ELECTRIC POWER Electric power for the entire Portsmouth area is available through the facilities of the New Hampshire Gas and Electric Company. This company maintains a steam generating plant where both single-phase and three-phase, 60-cycle services are made available in most parts of the city at 120/240 volts single-phase and 240 volts three-phase. (1)

The increase in the amount of electrical power sold by this company during the period being discussed is indicated by the following statistics obtained from an official of the New Hampshire Gas and Electric Company. (2)

Year	Annual Kilowatt Hour Sales	Kilowatt Hour Increase	Per Cent Of Increase
1940	43,478,168	---	---
1945	56,154,779	12,676,611	29.15%
1946	66,345,970	10,191,191	18.14%

These figures show that the per cent of increase in the sale of electrical power by this company between the years 1940 and 1945 was 29.15%. While industrial production had passed its peak by this time, there was still an increase of 18.14% in the sales in 1946 as compared with those of the year immediately preceding.

The Public Service Company of New Hampshire also maintains a generating plant in Portsmouth. This plant is a

(1) Essential Facts About Portsmouth, Prepared by the Portsmouth Chamber of Commerce, (1946)

(2) New Hampshire Gas and Electric Company, Report of Sales, (1940, 1945, 1946)

self-contained, floating power plant consisting of an all-welded, seagoing hull with a high-pressure, high-temperature and high-voltage power plant of modern design. The "Resistance" is a ship with a 50-foot beam, 358-foot length and a 28-foot height. It is designed to operate at either 50 or 60 cycles and 80% F. condensing water to steam. (1) The plant is rated as being able to produce 30,000 kilowatts at 60 cycles. (2) It has 13 water-tight bulkheads, and a double bottom that provides storage space for fuel. The boilers generating at 900 pounds pressure, drive a single turbine in the manufacture of this electric energy.

The "Resistance" was purchased in November, 1946 by the company from the War Assets Administration. It had been built by the Navy in 1943 and saw war service for six months in Belgium. It was purchased to replace the old power ship, "Jacona", which had previously been found in Portsmouth. This plant was placed in full operation in December, 1947.

The primary purpose of this floating-power plant is to generate electric energy for use by the Public Service Company of New Hampshire. Approximately one-half of the power generated by this plant is consumed by the eastern

(1) Manchester Union, The, (New Hampshire, January 29, 1947)
(1) Ibid., (New Hampshire, January 29, 1947)

division of the company alone. Although the New Hampshire Gas and Electric Service does not frequently make use of this power, there are tie-in lines to their plant so that the service is available if required.

The first floating-power ship to be berthed at Portsmouth was the "Jacona". This ship, originally a cargo steamer of 5,238 gross tons, was purchased by the New England Public Service Company and converted in 1930 at approximately two-thirds the cost of a plant of equal capacity located on land. (1) The ship was towed into Portsmouth in April, 1931 and connected with the lines of the Public Service Company of New Hampshire.

The energy generated on this ship was transmitted to a substation on shore at a pressure of 11,000 volts which was stepped up to a pressure of 66,000 volts and sent out over a transmission network extending throughout most of the state. In 1945, the "Jacona" was pressed into service by the Navy and was used for the generation of power at a Pacific base. The departure of this plant meant a loss of \$1,000,000 in taxable property to the city of Portsmouth. This loss, however, has been replaced by the powership, "Resistance".

(1) Ibid., (New Hampshire, March 16, 1945)

Excavation and concrete operations were begun in October, 1947, for a new mercury-steam plant to be located at tide water near the "Resistance". This plant will bring an addition of more than a million dollars to the taxable property of Portsmouth. Because of the mercury cycle to be used in this plant, it is estimated that three-quarters of a pound of fuel will produce as much electricity as a pound of fuel would in a convential steam plant of comparable size. (1) Upon its completion in late 1949, this plant will produce 40,000 kilowatts and will be listed as one of the most efficient producers of electrical energy in the world. (2)

RETAIL TRADE Portsmouth, located midway between Boston, Massachusetts and Portland, Maine, on U. S. Route #1 connecting these two large cities, is the retail shopping center of the entire Seacoast area. Because of the nearness of these two cities, however, the business section of Portsmouth is small. The types of stores found here are the usual chain stores and numerous small shops. Although there are a few department stores, none of them is large in size. Within a radius of twenty-five miles live some 147,000 people. (3)

(1) Public Service Company of New Hampshire, 1947 Annual Report

(2) Ibid., (1947)

(3) Essential Facts About Portsmouth, Prepared by the Portsmouth Chamber of Commerce, (1946)

If this distance were to be narrowed down to a radius of fifteen miles, the population would be approximately 57,000. (1)

Although Portsmouth has a large seasonal retail business because of the recreational activities found within the city and at the nearby beaches during the summer months, it is a year around shopping center for at least 50,000 people. (2) Recreational visitors during the summer season increase the trading population by some 20,000 people, making the city a shopping center during the ten weeks of mid-summer for around 70,000. (3)

The decrease in the amount of seasonal trade during the war years was caused by several reasons. The rationing of gasoline and rubber which caused the subsequent decline in the amount of recreational travel was undoubtedly the most important reason. However, the military restrictions placed in effect at the numerous beach areas also discouraged many people from planning their vacations in this section. Another factor that must be considered was the lack of time available for vacation periods because of the work requirements placed upon people by industry during this strategic period. The scarcity of goods and materials to sell, together with the

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- (1) Ibid., (1946)
 - (2) Ibid., (1946)
 - (3) Ibid., (1946)

inability to obtain sufficient help, made it impossible for many business places to attempt to care for any seasonal increase in trade.

A direct result of the war was seen in the increase in importance of the neighborhood grocery store. Although goods were difficult to obtain, the sales of these stores, both old and newly established shops, increased greatly over those of pre-war days. The main reason seen for this increase in popularity was due to the difficulty in getting to the business center of the city because of the lack of gasoline and rubber allotments. It was also evident that the people hesitated to go to the central shopping area which was usually very congested with lengthy lines of shoppers nearly always to be found in front of grocery stores.

In 1946 the total number of commercial industrial units in Portsmouth numbered 817. (1) These are divided as follows:

Commercial Plants	219
Commercial Recreation	8
Finance and Real Estate	26
Personal Services	91
Professional Services	105
Industrial Plants (including farms)	114
Public Relations	12
Public Utilities (including transportation)	41
Retail Stores	201

The downtown section of Portsmouth houses over 375 various types of businesses in modern stores and offices. (2)

(1) Portsmouth, N. H. Chamber of Commerce, Report of (1946)
 (2) Ibid., (1946)

There are six financial institutions which include two national banks, three savings banks, and one building and loan association.

The growth of the city of Portsmouth in business, in wealth, and in population may easily be seen from statistics compiled by those completing the City Directory for Portsmouth in 1943 and again in 1947. The statistics published in these Directories are based upon figures obtained for the calendar year immediately preceding each publication.

In addition to the tremendous population increase in the city which has been previously discussed, the number of business establishments have increased from 511 in 1942 to 817 in 1946. (1) With this increase, the volume of wholesale and retail sales jumped from \$10,982,000 to \$24,993,000. (2) It is only natural that the deposits of the local banking institutions should also have grown from \$29,668,825 to \$32,715,631, (3) for not only has business within the city increased, but the industrial workers found to be employed outside of the Naval Shipyard, while fewer in number than four years ago, are earning nearly twice as much. Industrial employees outside the Shipyard declined from 875 in 1942 to 800 in 1946. (4) However, although hundreds have

(1) Ibid., (1946)
(2) Ibid., (1946)
(3) Ibid., (1946)
(4) Ibid., (1946)

been discharged from the Shipyard, the number employed there at present is greater than in 1942. Thus, the total of all industrial employees has increased. The total of the wages for a year increased from \$744,811 to \$1,600,000. (1) With the Naval Shipyard included, the 1946 total was \$15,500,000. (2) This fact, in itself, may answer the question that has been in the merchants' minds since the employment layoffs began at the Naval Shipyard. It was almost unbelievable that while people were being discharged from the Shipyard, and unemployment was increasing to some degree, that more and more merchandise was being sold in the local stores. Another fact that may be considered is that during the war period many objects that were desired in the homes were unattainable. Because of this, the individuals would either deposit their surplus cash or invest it in War Bonds. Afterwards, however, as the articles began to be found on the market, Bonds were sold or withdrawals were made from their savings accounts in order that the desired purchases might be made.

According to statistics compiled by Sales Management in 1946, a typical Portsmouth family, after having paid all of their taxes enjoyed a net income of \$3,077. (3) This may be compared with an average of \$2,936 earned by families in

(1) Ibid., (1946)

(2) Ibid., (1946)

(3) Sales Management, Survey of Buying Power, (New York, May 10, 1947), p. 154

other communities in the state of New Hampshire. (1) It is further noted that this net income represents a buying potential of 4.45% of the state income, although Portsmouth has only 4.28% of the population of New Hampshire. (2) This purchasing power is 7% above the average of any other community in the county, regardless of size. (3)

During the early part of the war the business and professional men, desirous of guarding against as much future industrial recession within the community as possible, embarked upon an active campaign to establish a Chamber of Commerce. This organization was to be well organized and well financed. It was to be professionally directed and was to serve as a clearing house for local problems and a contact point for all national business. This group became very active and did much toward publicising Portsmouth and its industrial opportunities. It also acted as a goodwill agent to those coming into the region.

As the end of the war became apparent, the Chamber of Commerce presented a five-fold plan for the purpose of maintaining the future security of the people of Portsmouth. In this plan they urged that every possible means be employed

(1) Ibid., (May 10, 1947), p. 154

(2) Ibid., (May 10, 1947), p. 154

(3) Ibid., (May 10, 1947), p. 154

to keep the Shipyard at a high employment level. It was further urged that every effort be made to protect the existing small industries, as well as to seek additional highly specialized, small and diversified industries requiring skilled labor that was being released from the Shipyard. This, in turn, would insure the future purchasing potential of the city. It was also urged that publicity be sent out showing the possibilities available within the city for the establishment of small fishing and boat-building industries which would make use of the river and harbor facilities. The promotion of recreational activities in the nearby summer vacation places was seen as an assurance of Portsmouth being a recreational shopping center and thus bringing much added revenue to the city. The necessity of having available proper and necessary public works projects was presented as essential for taking up the employment slack in the interim between production for war and production for peace.

At the close of the war, the rapid release of the veterans and war workers brought about the expected changes in the labor market. However, many types of labor were found to be plentiful. The reconversion to civilian production in Portsmouth was relatively easy and accomplished generally without too great a reduction in the working force. Trade and business services expanded rapidly while construction activities increased gradually. By 1946 a very high employment

had been reached. Although a return to a peacetime economy had been accomplished to a large degree by the end of 1946, there were many problems that still persisted. Some people found it difficult to obtain satisfactory employment. These generally included those returning from military service, especially the handicapped veterans. It was also noted that many workers were unable to locate proper dwelling units. Other problems to be found were the scarcity of building materials and the inability of producers to meet the great demands for home furnishings. The problems were not solely production problems, however. There were to be found those dealing with the general price structure and the high cost of living, as well as the general demands of labor.

C. EDUCATION

Early in 1941 when it became apparent that there would be a tremendous increase in activities at the Naval Shipyard, the school department was faced with what appeared would be a million dollar problem. One could sum it up briefly by stating that the schools of Portsmouth were inadequate to care for any increase in population. However, to present the problem so as to give a clear picture to the reader, an extensive discussion is necessary.

Portsmouth was anticipating a possible addition of 1,200 new homes. This meant that there would be an increase in the population of some 5,000 people. Upon this assumption, it was further believed that the school enrollment would be increased by some 1,200 children. Of these children it was thought that about half would attend the various elementary schools and the others, the junior and senior high schools.

It seemed to the members of the Planning Board who used the educational yardstick, so-called, of one classroom and teacher for every thirty students, that regardless of how the problem was presented, there was a definite need of forty more classrooms and forty more teachers. These classrooms would have to go into new buildings as there was no opportunity of making additions to the buildings then in use.

CHAPTER I

THE first of the three divisions of the world is the

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The school officials could not be unduly influenced by the estimates given of a potential population. They had to look ahead to the days of peace which must follow. They must not "over-build" for a large per cent of the cost of education is building maintenance and depreciation. If the potential "peace" population were to be 20,000, then to build a school system for 22,000 would be too large. It would be better to use a "doubling-up" plan than to have vacant buildings in a world of peace twenty years later.

In the Atlantic Heights area where PBA homes were being planned, it was realized that over-construction was necessary. A compromise was worked out between war needs and peace needs, and a request was forwarded to Washington for the federal construction and operation of a 16-room elementary school. This was considered necessary to care for the 480 children who undoubtedly would be found in these non-taxable PBA homes.

This was not the only area to be increased by newly built homes. The situation in the Plains area was as acute. At that time the Plains school was a one-room affair accommodating about thirty pupils. It was the city's only rural type school. To care for the children from the Defense homes being constructed there, together with those from the Golter development, an eight-room school, estimated at \$85,000 was considered necessary.

The school officials further estimated that the influx caused by the added housing units would also increase the enrollment in both the junior and senior high schools. It was thought that there would be an increase of approximately 200 at the junior high and 175 at the senior high school. If this were to be correct, neither the junior high with its capacity of 750, nor the senior high with its 675 capacity could handle such an increase without added rooms. It should be mentioned that both of these schools had enrollments at that time far in excess of their stated capacities. Because of these estimates, it was decided to ask for a new high school. This would leave the present senior high school building free for use as a much needed new City Hall, or to become the future trade school of the city. This was to be operated during the war period by the federal government who had already provided \$12,000 worth of trade equipment and a teaching staff of 11.

The arguments for a trade school in the city of Portsmouth were many. It was seen that the lack of trade schools had caused acute shortages of skilled labor in the many defense industries. Many educators felt that there would be a new era in education in which stress would be put on equipping the adult. If this were to be true, a trade school would be ideally adapted for adult education, and to have an available building would be an important peacetime step.

The Planning board estimated that the operating cost of the three schools which would be needed to care for the influx of population would amount to approximately \$89,000. This amount did not include construction, bond repayments and interest charges; nor did it include depreciation. (1)

If the million dollars worth of buildings were to be financed by 20-year, 2% bonds, there would be \$50,000 a year in repayments and \$20,000 a year in interest. Thus, combining this \$70,000 to the previously mentioned operating cost, there would be a total of \$159,000. (2) If depreciation computed on a 20-year basis were to be added to this amount, there would be another \$50,000 or a total of \$209,000. (3) These figures clearly showed the need for the establishment of a depreciation reserve. It was further seen that while such reserves would not have provided for the building of the necessary new schools, it would have made available funds that could have been borrowed without interest to finance these additions.

Washington officials made known that they intended to finance only the added cost of defense and would not finance any improvements a city thought necessary. To the school officials this meant added worries, for it meant that

(1) Jordan, F. E., Portsmouth and National Defense, Reprints from the Portsmouth Herald, (New Hampshire, 1941), p. 30

(2) Ibid. p. 30

(3) Ibid. p. 30

the federal government would not grant the \$750,000 requested for a new high school. It meant that if the Defense housing areas were to add approximately 300 pupils to the high school enrollment of 900 at that time, the government would offer to pay only 25% of the cost or about \$187,000. (1)

Portsmouth officials felt justified in asking for a 100% federal grant claiming that the PBA housing units were non-taxable and that the students to enroll in the high schools should have been compensated for both in building and operating charges. It was estimated that about 18% of the total, or about another \$135,000 (2) of the cost would be represented by these students. It was also argued that the present patched-up \$150,000 senior high school would have served its needs, the estimated increase notwithstanding.

It is an acknowledged fact that schools are the most expensive municipal service, costing over twice as much as any other. In 1940 with a value of school property and equipment amounting to \$962,750, the operating costs for the city were \$263,000 with an added \$29,000 for bond repayments and interest, or a total of \$265,000. (3) The amount owed on bonds at that time was \$200,000. (4) These expenses were computed in terms of cost per pupil of \$83.88. (5) This cost

(1) Ibid., p. 30

(2) Ibid., p. 31

(3) Ibid., p. 32

(4) Ibid., p. 32

(5) New Hampshire State Board of Education Statistical Report, (1940)

rose in 1943 to \$101.38. (1) The operating costs included transportation not only for public school pupils, but for Parochial school pupils as well. New Hampshire law requires that both public and Parochial school pupils below the ninth grade be transported at the expense of the school district providing they live two miles from the school which they attend. (2) Thus, it was estimated that with the increase in enrollment, an added cost of \$10,000 would be required for this purpose. (3)

Although a new senior high school was not approved by federal authorities, appropriations were granted for the construction of two new elementary schools. These schools were built near the government housing areas to care for the younger children living in these vicinities.

On July 22, 1942, at a meeting of the City Council, the mayor was authorized to sign an interim-agreement for the city of Portsmouth with the federal authorities granting temporary permission to operate the newly constructed Defense Public Works school at Portsmouth Plains. (4)

In accepting permission to take possession of this

(1) Ibid. (1943)

(2) New Hampshire Laws, Chapt. 135, Sect. 9 (1937), Revised, 1942

(3) Jordan, F. E., Portsmouth and National Defense, Reprints from the Portsmouth Herald, (New Hampshire, 1941), p. 33

(4) Portsmouth City Council, Records of the Minutes of,
(July 22, 1942)

school, which became known as the Sherburne School, the city agreed to keep the plant in good repair and operating condition. It also agreed to furnish the necessary tools, equipment, supplies, facilities, utility services and personnel for its operation. It further agreed to pay all operating costs and insurance premiums necessary to protect the Government's interests. \$600 was made available for this latter expense by the Council at this meeting. (1)

Thus, the Sherburne School--a building of brick construction having seven classrooms, an assembly room and a kitchen--became the first permanent school to be completed in the country by federal aid under the Defense program. It took the place of a one-room rural school building in the same general area which was turned back to the city by the School Board on November 1, 1942, (2)

The Sherburne School was opened in September, 1942. This cared for the elementary children in the nearby Pannaway Manor housing project as well as for those in the Plains district, and all children south of the Sagamore River. These facilities alleviated the crowded conditions of the Lafayette School.

(1) Ibid. (July 22, 1942)

(2) Portsmouth School Board, Records of the Minutes of,
(November 1, 1942)

The New Hampshire State Board of Education Statistical Reports show the enrollment of this newly built school to have been as follows for the years indicated:

<u>Year</u>	<u>Enrollment</u>
1943	163
1944	142
1945	140
1946	136

Although the enrollment has constantly decreased as shown above, the school is in an area where future expansion is assured. The present construction of a large housing development at Elwyn Park will add immeasurably to the enrollment, as well as the construction of many individual houses in the district.

The Wentworth School, a one-story, wooden frame building was completed at the Wentworth Acres housing project located on Woodbury Avenue. The building consists of fourteen classrooms, an assembly room, principal's office, general office, teachers' room, nurses' room, library, toilet facilities and a partial basement and boiler room. This school for which a federal grant of \$182,200 was allotted for construction and equipment was officially dedicated and inspected in ceremonies conducted at the building on December 12, 1942. (1)

In January, 1943, classes were started. This assisted in solving the very crowded conditions in all elementary schools throughout the city. The enrollment of pupils in

(1) Beal, R. I., Portsmouth Public School History--World War II, (1946)

The two principal lines of research in the field of the history of the United States are the study of the political and social conditions of the country, and the study of the history of the United States as a nation.

1870	1880
1890	1900
1910	1920
1930	1940
1950	1960
1970	1980
1990	2000

The history of the United States is a story of the growth of a nation from a small colony to a great power. It is a story of the struggle for freedom and the establishment of a government based on the principles of liberty and justice for all. The history of the United States is a story of the growth of a nation from a small colony to a great power.

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this school is shown by the following statistics for the years represented: (1)

<u>Years</u>	<u>Enrollment</u>
1943	229
1944	328
1945	339
1946	288

The completion of these two schools was far from the end of the worries of the members of the School Department. Rather, it added to the problems confronting them. With the completion of these additional buildings, the next major problem was that of engaging an adequate staff of qualified teachers. As has become well known, defense industries paying exorbitant wages did much toward draining the supply of qualified teachers who left their profession to work in these plants and to receive much higher salaries than ever were possible in the classrooms. Therefore, Portsmouth, like so many other cities, was searching for qualified teachers. The School Department was not able to offer a salary that was in the least attractive. The results of the search, as in other localities, were none too successful. In order to cope with the situation, the New Hampshire Department of Education, along with the Departments of Education in other states, granted a special permit to those with some qualifications for teaching in order that the classrooms would have

(1) New Hampshire State Board of Education Statistical Report, (1943--1946)

sufficient teaching personnel. It was by filling in the vacancies with these non-qualified teachers who, in many cases, left their homes to come to the assistance of their children, that the Portsmouth schools were able to continue so well staffed.

Another problem causing much concern was the inability to receive essential school supplies and equipment. This, of course, was due to the materials needed for defense. In addition to this, there was the delay in delivery of supplies that were available. This delay was often caused by transportation problems and lack of shipping room employees at the manufacturing establishments. These, together with the increased cost of materials, and no increase in the budget allowances, necessitated much planning and cutting of corners by all.

In May, 1942, the Board of Education voted to request a federal appropriation to be known as the Contribution Fund which would be charged to the maintenance and operation account. (1) The purpose of this fund was to reimburse the four extra teachers hired in the schools because of the influx of pupils. This reimbursement was to cover the period of payment between September, 1941, and April, 1942.

(1) Portsmouth School Board, Records of the Minutes of,
(May, 1942)

Additional federal aid was obtained from a Federal Works Agency appropriation for schools in 1942 amounting to \$14,193.11. (1) This amount was increased in 1943 to \$30,548.15. (2)

The members of the teaching staff were called upon to participate in all of the many war-induced activities. All schools were thrown open to the public for rationing of gasoline, sugar and fuel. Also, registration for the draft was handled by these groups. Various Red Cross paper and scrap drives were carried out in the schools. The Red Cross, Civilian Defense and Civil Air Patrol used the schools for meeting places. The Junior High School auditorium was used by the Industrial United Service Organization for forums. The Senior High School was used by the University of New Hampshire for extension courses, as well as by the Selective Service Board for screening purposes. Model airplanes were made for the Army and Navy. Traction splints and other equipment were made in the schools for both the Red Cross and Civilian Defense. The schools of the city made a splendid record in buying and selling war stamps and bonds amounting to \$99,102.50. (3)

The facilities of the Senior High school were

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- (1) Portsmouth School Department Statistical Report, (1942)
 (2) Ibid. (1943)
 (3) Beal, R. I., Portsmouth Public School History--World War II, (1946)

extended for the use of convalescing service men from the Naval hospital at Portsmouth. Arrangements were made for them to continue their education in any class desired while regaining their health. Fifty or more took advantage of this opportunity over a two-year period.

It was interesting to note that the estimated increase in the enrollment of the senior high school did not materialize. This was a great surprise to all concerned. The cause for this may be found in several reasons. The first and main reason was the incorrect estimation of the age group of the defense workers moving into Portsmouth's many new homes. A younger group whose children were either of pre-school or of elementary school age made up the majority of families found. Another reason given was that so many of the older boys and girls who found the wages offered too attractive, either left school entirely, or worked so much after school hours that they were unable to keep up with classroom requirements and left because of failing marks. A third reason was found in the number who entered the Armed forces either through voluntary enlistment or because of the draft. In any event, by 1943, there was a decided drop in the enrollment at the senior high school, and the graduating class of that year was the smallest group to have received diplomas in ten years.

The shortage of skilled labor previously mentioned became most acute early in the spring of 1941. The officials

at the United States Naval Shipyard at Portsmouth were employing new workers by the hundreds. They found that many of those hired had only minimum requirements for the performance of their duties. It was most apparent that there was an immediate need for some system of training. The result of these observations was the selection of an Advisory Committee by the State Department of Education who worked in conjunction with the local school authorities. This committee was composed of Mr. Harry L. Moore, then Superintendent of Schools; Captain H. F. D. Davis, U.S.N., then Manager, United States Naval Shipyard at Portsmouth; Mr. Andrew Graves, Manager, United States Employment Services; Mr. Bart Dalla Mura, employee, United States Naval Shipyard; and Mr. Ray A. Crosby, Supervisor, State Department of Education. (1) It was the work of this committee to determine the needs for training in the Portsmouth area and to set a policy which was to govern this training. It may be stated here that this committee was largely responsible for the effectiveness of the entire training program.

The first classes organized by the Advisory Committee were in technical and related subjects and were primarily for those already employed who were in need of additional knowledge in order to perform their duties in a better manner.

(1) Ibid. (1946)

Classes were held in the Senior high school twice weekly. Each course extended over a ten-week period. Local instructors were employed to conduct the classes.

By the fall of 1941, the Advisory Committee saw a definite need for trade training. This was especially true for welders. This necessitated more space and equipment than were available at the Senior high school. Immediately a search was started for a possible place where such classes might be held. The result was the renting of space from the Morley Company in what formerly was known as the old engine room. A school was established here for instruction in electric and gas welding. It soon became necessary to operate this school on a twenty-four-hour-a-day, around-the-clock schedule. In the spring of 1942, the need for more welders became so great that additional facilities were necessary. The State Department of Education rented a larger area in another building of the Morley Company. The initial welding set-up was moved to the new quarters and training facilities for forty welders were installed. These new facilities serviced the Portsmouth Naval Shipyard, the Bath Iron Works in Bath, Maine, the Somersworth branch of the Portsmouth Naval Shipyard, and the South Portland (Maine) Shipbuilding Corporation.

While this program was being carried on at the Morley Company building, classes were started for the purpose

of training machinists and machine operators in the machine shop at the Senior high school. However, the increased demand for skilled workers in every field of employment became so great that again the facilities of the Senior high school were inadequate. The result of the new demands was the setting up of training equipment in the space rented from the Morley Company for sheet metal workers, pipefitters, shipfitters, machinists, electricians, machine operators, blueprint machine operators and copyist draftsmen.

This school soon assumed the proportion of a full-fledged trade school with a staff of 1 training supervisor, 80 instructors, 1 engineering draftsman, 6 clerical workers, 2 industrial nurses, 2 janitors, 3 guards and 4 stockroom and tool clerks. (1) As previously mentioned, it was operated on a twenty-four-hour-a-day basis and at one time had a daily enrollment of over 200 trainees. (2) Many of these trainees were women who in their later employment at the Naval Shipyard did a commendable piece of work on the production lines.

Over a three-year period that training for war workers was in operation at this school, instruction was given to over 7,000 people--all living in Portsmouth or within a radius of thirty-five miles. (3) As employment reached

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- (1) Crosby, Ray, Director, Training of War Workers In The Portsmouth Naval Shipyard, (Nov.15,1946)
 (2) Ibid. (Nov. 15, 1946)
 (3) Ibid. (Nov. 15, 1946)

its peak early in 1945, the training needs decreased and courses gradually terminated. The school, as such, was closed in June, 1945. The equipment necessary for training purposes at this school was originally purchased by federal funds. With the closing of the school, much of the equipment was turned over to the city of Portsmouth where it became a permanent part of the School Department equipment.

As the labor need in the defense industries and local business establishments became more and more acute, many women left their homes to fill these needs. This resulted in an appeal to the Board of Education to establish a pre-kindergarten to care for the children between the ages of three and five. This was voted down by the Board. Those presenting the appeal, however, continued in their demand for some type of school in which their young pre-school aged children might be placed. The Government War Nursery School was a direct outgrowth of this appeal.

Portsmouth was fortunate in having a new elementary school built with government funds that was well-equipped to meet the needs of a nursery school. There were three large, sunny rooms completely provided with children's furniture and play equipment, toilets and lavatories, a large fenced in play yard, a thoroughly equipped kitchen and laundry, an office and a sick isolation room. The building was subject to all maintenance and utility services from the government authorities at the Wentworth Acres housing project.

The school was opened in January, 1944, through the efforts of the Wentworth Acres authorities and with the assistance of a few volunteer workers. The only financial support was from the receipt of a fifty cent daily fee from each child. The school was opened at first to residents of Wentworth Acres only. However, it was later necessary to admit children from the city proper. This was due to the need of additional financial assistance, as well as to accommodate the working mothers.

The school was sufficiently established by April, 1944 so that a sponsoring body could be secured. This was necessary before application for government funds could be requested. The Board of Education refused to accept the responsibility of acting as sponsor. The local Family Welfare organization assumed the responsibility of the child care program and remained its sponsor until it closed.

The school was divided into two units, one for two- and three-year olds and one for four- and five-year olds. Each unit had its own room, equipment and supervisor--two teachers for each group. The educational objectives did not include the ABC's or any formal education. Its objective was to foster the independence in the children and to teach them to get along together.

Much interest was shown in the project and several organizations took an active interest by making various

donations. The Girl Scouts became available as extra helpers. The Junior High School donated toys for the Christmas of 1944 and made play equipment for the school. The Machinist Union at the Naval Shipyard donated money for toys. The Hill Transportation Company provided a bus and driver for transporting the children living beyond a walking distance from the school. Medical services and inoculations were provided by Army and Navy doctors and the State nurses. Publicity was given by the local newspaper and radio station. (1)

During the period of the school's operation, a total of approximately 125 children were cared for. These were grouped according to the types of employment of the mothers. This may be shown by the following statistics: (2)

- 50% of the mothers worked at the Naval Shipyard or at the Morley Company.
- 25% worked at professions--teaching and nursing.
- 25% worked in stores, offices, or small businesses.

The school closed in July, 1945 when the War Manpower Commission decreed that a need for such a program no longer existed.

The closing of the Federal Trade School brought the realization of the need of a permanent trade school to

(1) Lampson, Lillian T., The Government War Nursery School in Portsmouth, New Hampshire, (Sept. 7, 1946)

(2) Ibid. (Sept. 7, 1946)

the educational authorities of the city of Portsmouth and the state of New Hampshire. It was felt that such a school would be a definite benefit to the city of Portsmouth and the surrounding area in promoting vocational opportunities to the young people in preparing for their life work. It would also provide completion and refresher courses for the returning veterans.

The State Board of Education was willing to locate a vocational school in Portsmouth providing the city establish suitable quarters. Under the prevailing conditions there was no room for such a school in any of the existing buildings of the school system. However, there were adequate facilities in the building formerly used by the Federal Trade School. This building could be leased from the Morley Company for this purpose.

On June 12, 1945 the Board of Education unanimously voted to recommend to the State Board of Education that a vocational school be established in Portsmouth. (1)

At this time the directors of the Portsmouth Chamber of Commerce adopted a resolution favoring whatever reasonable municipal appropriation might be necessary for the purpose of making available the location of the former Federal Trade School. It was also resolved that such an appropriation

(1) Portsmouth School Board, Records of the Minutes of,
(June 12, 1945)

be continued annually until the Portsmouth school system could adequately house the school and its equipment. (1)

On July 10, 1945 the Portsmouth City Council adopted a resolution relative to the need of such a school in the city. It was voted to appropriate \$2,500 to cover the estimated cost of rental from July to December of that year. (2) The school was opened on December 4, of that year. The City Council authorized the renting of the second floor of the building to care for the needs of the expanding number of students. (3)

On March 14, 1946 a resolution was adopted to purchase approximately 31,666 square feet of floor space from the Morley Company at a cost of \$40,000 to the city as a permanent home for the school. (4)

The increase in the valuation of school property and equipment within the city during the period under discussion may be seen from a study of the New Hampshire State Board of Education Statistical reports of the years indicated:

<u>Year</u>	<u>Valuation</u>
1940	\$ 962,750
1943	1,175.750
1946	1,600,000

(1) The Portsmouth Herald, (New Hampshire, June 21, 1945)

(2) Portsmouth City Council, Records of the Minutes of,
(July 10, 1945)

(3) Ibid. (July 10, 1945)

(4) Ibid. (March 14, 1946)

The same statistical reports show the trends for the years indicated of the enrollment of pupils found in the Portsmouth schools, and also the number of teachers employed:

<u>Year</u>	<u>Enrollment</u>	<u>Teachers</u>
1940	3,156	119
1941	3,109	122
1942	3,123	124
1943	3,485	135
1944	3,362	137
1945	3,392	141
1946	3,381	143

It should be noted that the new defense housing projects were occupied before the new schools were ready for use. This necessitated the transporting of many pupils to the already established elementary schools throughout the city. In some of these buildings there were empty rooms that were reopened and new teachers were employed. However, in many cases the existing classrooms were used resulting in greatly over-crowded conditions. In one incident, there were three more pupils enrolled in a classroom than there were places for them to sit. In many classrooms every available desk was used and additional pupils were seated at tables crowded into any usable spot found.

The increase of eleven teachers in 1943 was due to the opening of the new schools. Although these two schools necessitated the employing of more than this number of teachers, the remainder needed were transferred along with the pupils that had been temporarily enrolled in the previously established

schools of the city. The majority of the increase in the number of teachers employed in the later years may be attributed to the enlarged kindergarten enrollment and the return of the high school teachers who had served in the Armed forces.

The enrollment of pupils in the Parochial school remained relatively constant as shown by the following statistics, and there was no necessity for increasing the teaching staff of twelve. (1)

<u>Year</u>	<u>Enrollment</u>
1940	534
1941	532
1942	524
1943	563
1944	618
1945	573
1946	555

The increase in the actual cost of transportation of school children in the city of Portsmouth over this period is shown by the following statistics:

<u>Year</u>	<u>Amount</u>
1940	\$3,331.00
1941	4,397.10
1942	8,032.15
1943	8,388.00
1944	8,892.15
1945	9,187.40
1946	10,219.30

The sharp increase in the cost of transportation in 1942 is largely credited to the carrying of children from the new housing projects to the various schools throughout

(1) New Hampshire State Board of Education Statistical Report, (1940--1946)

(2) Ibid. (1940--1946)

the city. This, as previously discussed, was necessary before the opening of the new schools. The passage of the state law providing for the transportation of Parochial school children was another cause of increased costs. These, plus the enlarged school enrollment and added general transportation charges, all were contributing factors toward a steady increase of costs over this period.

The increased birth rate during the war years approximately trippled the rate of previous years. The School Department is now beginning to feel the effects of this. The kindergarten enrollment has been enlarged greatly. This has necessitated the employing of several assistants to aid the regular kindergarten teachers under contract. The city may look forward to an over-crowded condition at all schools, especially the Junior and Senior high schools, in years to come. With this problem a threat of the future, agitation was commenced for the purchase of a site for a new Senior high school plant. It was felt that some action should be taken before all potential sites had been secured for other purposes. (This was accomplished in 1947.)

Another problem facing the School Department in the post-war period was the obtaining of new equipment which had not been available during the war. This equipment was to be used to replace that which had become worn out and obsolete. The city was able to obtain surplus war property from the United States Government for only the cost of transportation.

Advantage was taken of this opportunity and much equipment was added to the machine shop of the Senior high school.

The problem of inadequate salaries for members of the teaching staff of all the city schools presented still an additional problem to the city authorities. It was becoming more and more difficult to compete with the competition encountered from other school supervisory districts throughout New Hampshire and neighboring states. Positions in these other localities were being made more attractive, and many experienced Portsmouth teachers left to take advantage of this situation. Attempts were made to adjust the salaries of the teachers, and a new salary scale was established in the spring of 1947.

D. TRANSPORTATION

Portsmouth is unique among the cities of New Hampshire in that it affords all phases of transportation, namely air, rail, bus and truck, and water. The development of these various phases during the period under discussion was great--water transportation being an exception--and requires individual study. Although transportation companies are reluctant to reveal exact figures, the approximate figures ascertained are revealing enough to be able to show clearly the effect of the war on this important economic factor.

AIR For several years the municipal airport remained the most neglected opportunity of the city of Portsmouth. Over a ten-year period the city had spent less than \$15,00 on it, plus a small sum for a WPA project. In spite of this, the airport proved its worth by keeping open without the benefit of funds from the city.

Real interest in the development of the airport actually dates from May 23, 1939. It was on that day that the ill-fated submarine, Squalus, sank off Portsmouth. The Navy flew men and materials from Washington only to find that it was impossible for them to land. This necessitated the turning back of the planes to the Boston airport where a landing was made. The men and materials necessary for the rescue work were thence transported to the Portsmouth Naval Shipyard by truck. The great delay caused by the lack of

airport facilities was a disturbing factor to the Navy. The picture was repeated a few months later when another submarine, the O-9, was lost in the same vicinity. Again, the need of rapid transportation of men and materials for rescue operations was greatly hampered by the lack of an adequate airport in Portsmouth. Again, the Navy found it necessary to fly men and materials to Boston, Massachusetts and New London, Connecticut from which points the journey was completed by truck.

It was because of these two disastrous incidents that interest actually began to grow and a definite need was seen by both the Army and Navy who strongly recommended to the Civil Aeronautics Association that an adequate airport be built.

In the meantime, the State Planning and Development Commission had made a survey. It recommended that the field be improved from the then present semi-dangerous condition to a point where all types of private flying activities could be carried on. It recommended also that facilities be made available for small transport planes and pickups for air mail, express and freight. The availability of such facilities necessitated the acquiring of 38 additional acres of land and the clearing and grading of the entire 98 acre area. The extension of its 2,000 foot NW-SE runway to 3,500 feet, and the construction of a new NE-SW runway of 2,500 feet--both 500 feet wide and hard surfaced--the minimum requirements.

the first condition for a successful case is that the

plaintiff must show that the defendant has acted in a

negligent manner in the circumstances of the case.

The second condition is that the plaintiff must show

that the defendant's negligence has caused him to suffer

loss or damage. This is a question of fact and degree.

and the third condition is that the plaintiff must show

that the defendant's negligence has caused him to suffer

loss or damage. This is a question of fact and degree.

and the fourth condition is that the plaintiff must show

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While these recommendations were being studied, a private concern constructed a \$5,000 hangar at the field and prepared to increase its slowly growing business.

On January 5, 1942 the City Council met to discuss the development and expansion of the Portsmouth Municipal Airport. (1) It was learned that the United States Government would grant \$478,000 toward the proposed improvements under specific conditions. These conditions required the city to own all of the airport land, and that the field be maintained by the city as an airport. The city was not required to care for snow removal.

A resolution was adopted empowering the City Solicitor to purchase the six pieces of property to facilitate the expansion and \$20,000 was made available for this purpose. (2)

For sixteen months discussions were carried on between the city officials and the federal government officials concerning assumed responsibilities, etc. Meanwhile, other than acquiring the necessary parcels of land, nothing was being accomplished toward the actual construction work. On April 8, 1943 the City Council adopted a resolution which constituted an agreement with the United States Government relative to the operation and maintenance of the airport. (3)

(1) Portsmouth City Council, Records of the Minutes of,
(January 5, 1942)

(2) Ibid. (January 5, 1942)

(3) Ibid. (April 8, 1943)

This agreement included the following items: (1)

1. The government was to have the right to determine the exact nature of improvements to be made under the project; the manner in which the project was to be conducted; the amount of federal funds to be expended; and all other matters relating to the project. The city was to cooperate with the federal government to ensure prosecution of the project without interference or hindrance; and to permit agents and employees of the government to enter and use the property to be developed as deemed necessary by the Administrator.
2. The city was to be the sole owner of all improvements made under the project except where specifically agreed otherwise in writing, prior to commencing the improvements.
3. The city agreed that the airport would be used continuously as such and for no other purpose excepting for the use and benefit of the public, unless utilized exclusively for military needs.
4. The city agreed to maintain in good and serviceable condition the entire landing area of the airport and all improvement facilities and equipment made available by federal aid. The city was not required to remove snow and ice from the premises.
5. Insofar as possible, the city must prevent any use of land either within or outside boundaries of the airport which would be a hazard to the landing, taking-off, or maneuvering of aircraft, or which might limit its usefulness as an airport.

In order to satisfy the government that the city was qualified to sponsor the project under the eligibility requirements of the Civil Aeronautics Administration and to

(1) Ibid. (April 8, 1943)

induce the government to proceed with the project, the city warranted the following facts: (1)

1. The city had title in fee simple to all lands comprising landing area of the airport and to all lands to be improved under the project. These lands were held free from any lien, lease, easement or other encumbrance.
2. The city had the power and authority to adopt this resolution through the City Council.
3. The city was financially and practically able to perform all covenants contained in the resolution.
4. There were no pending or threatened litigation or other legal proceedings that might adversely affect the prosecution of the project.

With the adoption of this resolution, governmental difficulties were overcome and the actual construction work was commenced. Two runways paved with asphalt 5,000 feet long, plus an additional runway of 1,000 feet and another of 4,000 feet were constructed. The type of terrain was found to be ideal. This factor caused the cost of construction to be much lower than anticipated, and it was possible to build a series of taxi-ways. Thus, with the number and size of the existing runways, the airport became outstanding for the size of the community it serves. The field is equipped with runway

(1) Ibid. (April 8, 1943)

lights, boundary lights, range lights, and a rotating beacon. It is rated as a class four field.

On January 13, 1944 an ordinance was passed by the City Council establishing an Airport Commission. (1) This Commission consisted of mayor--chairman, ex-officio--and eight members who were nominated by the mayor and subject to confirmation by the Council. All of the members were to serve without salary but were to be reimbursed for any expenses incurred. The Commission was authorized to provide for the operation, maintenance and care of the airport, to make necessary rules and regulations for the use of the airport and its facilities as might be consistent with federal and state laws and with ordinances of the city of Portsmouth. These rules to be subject to the approval of the City Council. All funds received by the Commission in connection with the operation of the airport would be turned over to the treasurer of the city of Portsmouth. The Commission was authorized to expend such funds in connection with the airport as appropriated for its use by the City Council.

The City Council adopted a resolution on August 26, 1944 authorizing the mayor to execute a lease on behalf of the United States of America leasing the Portsmouth Municipal Airport for use of the United States Navy. (2)

(1) Ibid. (January 13, 1944)

(2) Ibid. (August 26, 1944)

Thus, the airport became an auxiliary field to the Brunswick Naval Air Base in Brunswick, Maine, and was used extensively for the remainder of the War. However, after the cessation of hostilities, it was turned back to the city.

Portsmouth was faced with the tremendous problem of maintaining and operating this facility. Under the terms of the agreement with the construction agency, the Civil Aeronautics Administration, previously discussed, the city was obligated to maintain the airport, keep it in repair, and operate it in the public interest during its useful life. The importance of the airport in the future security of the United States cannot be overlooked as it is in the northeast corner of the country, a strategic location, and should be maintained for ready use. Thus, faced with the maintenance of an airport which was far larger than the anticipated needs of civil aviation in this area, the municipal authorities began to seek means whereby they might meet their obligation. The authorization of air service to Portsmouth would offer an incentive to responsible officials to maintain and operate the airport as well as bring direct and indirect returns to Portsmouth and the Seacoast Regions which would justify the required expenditures.

The first step was taken when a group of interested citizens solicited the assistance of the New Hampshire Aeronautics Commission. It was found the airport would be a

valuable service to the entire Seacoast area. This area with a combined population of over 91,000 represented one of the largest concentrations of populations in the state. Four cities were compressed within the narrow limits of this small region, Dover, Portsmouth, Rochester and Somersworth. There were several important institutions of national interest, the United States Naval Shipyard; the University of New Hampshire of which the College of Engineering has achieved special distinction; Phillips-Exeter Academy at Exeter, one of the oldest preparatory schools in the country, and the Atlantic Air Academy in Rye Beach. Additional factors to be considered were the popular beach resorts at Hampton, North Hampton, and Rye, New Hampshire and York, Maine. Thousands of vacationists visit these resorts. According to information received from the New England Regional Planning Commission there are over 34,375 accommodations available for boarding visitors. It is also significant that of this number 19,410 are occupants of summer homes of which over 15,000 are in the New Hampshire portion and the remainder in the Maine portion of the region. These visitors who come from all parts of the United States comprise a group of people forming a high air travel potential whenever regular schedules are provided within reasonable accessibility.

Air traffic of this area would naturally be channeled into the southward traffic flow through Portsmouth to Boston,

New York and beyond. Thus, with respect to the factors of economy and for reasons discussed, together with a growing air transportation interest, all four communities have been considered as a single air traffic potential in recommending Portsmouth as a flight stop on the scheduled route operating between Boston and points in Maine and the Maritime Provinces. The State Aeronautic Authority was convinced that because of the geographical remoteness of New Hampshire and unfavorable distance-time factors relating to the existing transportation facilities between New Hampshire and other points with which there is a community interest, industries and recreational business suffer immeasurably in competition with neighboring states already enjoying favorable air transportation.

On November 16, 1945 a brief was submitted to the Civil Aeronautic Board on behalf of the New Hampshire Aeronautic Commission. (1) The problem was presented to the Board, together with the advantages to the region of granting the request for air service to this airport. Statistics were presented showing the volume of long-distance travel from Portsmouth as indicated by revenue produced from the sale of tickets at the Boston and Maine Railroad stations at Portsmouth and Dover. The extent of the use of air mail indicated by the monthly sale of 30,000 air mail stamps at

(1) Civil Aeronautics Board, Washington, D. C., Brief before, Docket 399, et al, (November 16, 1945)

the Portsmouth Post Office was presented as a factor to be considered. (1) It was thought that air transportation would be substantially greater if Portsmouth was authorized service on east-west routes to New York City and Albany, either by direct service with a few intermediate stops, or with convenient connections at some other point west of Portsmouth. It was believed that the saving of time on flights to Boston was not great enough to attract many passengers traveling beyond this point. It was further presented that air service to Portsmouth would constitute a direct contribution to the industrial, recreational and educational activities of the area. It would also be a vital contribution to the needs of the military services and the future security of the United States.

Permission was granted by the Civil Aeronautic Board for the airport to become a regular flight stop for a scheduled airline. Thus, in December, 1946 the Northeast Airlines leased the use of the field and established regularly scheduled flights to Boston, New York and Portland. These connected with flights to other points on their established routes throughout the country. The scheduled flights, varying according to the season, fluctuated between two north- and two south-bound flights. The company offers air express and

(1) Ibid. (November 16, 1945)

air freight service as well as passenger service. The volume of business has been a disappointment to the company. Although official Navy business is usually carried by Navy planes landing at the airport, a large percentage of those using Northeast Airlines from this point is made up of Navy personnel under transfer orders or on leave. It is also interesting to note that the majority of the players going to the Ogunquit Playhouse in Ogunquit, Maine, for their scheduled presentations at the summer theater, use the facilities of this Airlines.

There are two other concerns that have the use of the field and from which the city derives an annual revenue of \$1,000. These are Skyhaven, Incorporated and the Yankee Airways.

Skyhaven, Incorporated was the first company to locate at the Municipal Airport. The company was started in Rochester, New Hampshire in the latter part of the 1930's, later moving to Portsmouth. It now operates two bases, the second being in Laconia, New Hampshire. This company built the airport's first hangar and service station and promoted the development of the Municipal Airport as an economic factor for the city of Portsmouth. During the war years training was given by this company to Army, Navy and Marine Corps fliers. It has an outstanding record of never having injured a student or a passenger. The largest percentage of

their present-day business is the training of veterans in its approved flight school which is equipped with the necessary buildings and standards to meet governmental requirements.

Yankee Airways, the second company to be established at the airport, was started early in 1946 by a veteran of World War II. As in the case of Skyhaven, this company finds the majority of its business is instruction. The remainder of the income is derived from repairing and servicing airplanes and from chartered trips to places not regularly serviced by air. They also sell planes, although the present market for such sales is very small.

The airport is vital to the city of Portsmouth. It is easily seen that any city that wishes to be progressive must be linked to the other sections of the country by air. An airport, municipally owned, should not be considered as a money-making venture--a way to derive income for the payment of city expenses. It should be considered to be an item of economic necessity to the future of the city's development. It would seem that rather than levy exorbitant taxes on the leasees, it would be of far greater importance to appropriate funds for the necessary maintenance of the airport itself. To date, the city has done little, if anything, to encourage the existence of this airport which has splendid possibilities. To be of value an airport must have servicing facilities. The two facilities found there should be encouraged to remain.

Other factors vital to the existence of any airport include the necessity for mowing the field in summer, plowing the runways in winter, and sealing and caring for these runways when cracks appear in the surface. Unless the field and runways are kept up in all seasons of the year, no regularly scheduled airlines will attempt to include the city among those they service. It is detrimental to their business to have to disappoint passengers by cancellations. There is a great need for an adequate terminal building and more hangars. Thus, it may be seen that the future of the airport as a vital economic factor to the city of Portsmouth actually lies in the willingness of the city government to maintain and develop these facilities which have such great possibilities and which, to date, have been so neglected.

RAIL The Portsmouth area is serviced by two branches of the Boston and Maine Railroad. The eastern section of the Portland Division connects Boston through Portsmouth with Portland and all other points in Maine, New Brunswick and Nova Scotia, Canada. The Concord-Portsmouth Division forms a connection between New Hampshire's only seaport and the state's chief inland cities. The Dover-Portsmouth line was abandoned some years ago and service between these two cities is maintained by the operation of bus transportation. Freight shipments out of Portsmouth reach all of the New England

shore points the first morning after shipment, and points as far as the Hudson River on the second morning, and the Great Lakes regions on the third morning.

During the war years, the fact that Portsmouth was a terminal for Army and Naval forces and smaller units of the Coast Guard and Marines was again shown by its effect upon rail transportation. According to the railroad officials the passenger department was handling a volume of traffic averaging approximately \$6,000 per month before the war. During the war years the volume increased until it reached a peak of approximately \$40,000 monthly. These figures represented the cash amounts received at the ticket windows and did not include thousands of dollars worth of tickets granted on Army and Navy Department transportation requests.

The great increase in the volume of traffic handled by the Portsmouth office necessitated doubling the number of personnel employed. The number of trains into and out from Portsmouth showed no appreciable increase. There were eleven trains from, and twelve into Portsmouth daily. However, to care for the increased volume of traffic, additional cars were attached to all trains.

The freight situation took on a similar picture as the war activities increased. From a monthly volume of business averaging between \$25,000 and \$30,000 before the war, it rose to a peak of approximately \$250,000 per month.

This factor again may be contributed to the Navy Yard and to defense work being accomplished within the area. This resulted in an increase of an average of 175 cars--loaded cars and empties into, and loaded cars out of Portsmouth--for an ordinary pre-war week to an estimated weekly average of 500.

The Navy handled its own freight from an interchange track outside of the Naval Shipyard in Kittery, Maine. The Boston and Maine Railroad Company used a "switcher" engine to transfer the cars consigned to the Naval Shipyard to this interchange track, and the Navy would either unload the cars at that point or transfer them to the Shipyard themselves. This saved a great deal of time and effort for the railroad, as well as much expense. The Navy loaded its own cars at this point, and as there were few less-than-car-loads, these cars were ready for immediate shipment.

The present-day picture has changed considerably. There are many less-than-car-loads being shipped out of the city. This necessitates the rehandling of the entire amount of freight in order that it may be shipped in car-loads. This has resulted in the creation of much more actual work in the freight house and freight yard at the present time than during the war years. The freight office is well-equipped to handle all freight needs of this terminal due to the fact that the company has spent approximately \$50,000 in remodeling the freight house into an up-to-date building.

During the war years the Office of Defense Transportation had contracted with oil storage plants in Newington, a suburb of Portsmouth, to store and distribute the petroleum for the entire state of New Hampshire. This created an additional freight load. Up to 600 oil cars were shipped into Portsmouth monthly. A "switcher" engine transferred them to the Newington plants where they were unloaded. Thence, cars were reloaded or reassigned for shipment throughout the state. Although this type of traffic is not in evidence at the present time--the majority of oil arrives by barges going up the Piscataqua River to the various oil storage plants--there are approximately twelve to fifteen cars loaded at these plants and shipped from Portsmouth daily.

The outlook for the railroad business in Portsmouth appears to be most hopeful. The situation created in Salem, Massachusetts, where there is a railroad tunnel through which the through-trains must pass does interfere greatly as the tunnel is not high enough for many of the larger cars of more modern styles to pass. The railroad company has overcome this, at a substantial expense to themselves, by installing and using a spur track around the tunnel. Thus, by placing all of the larger cars at one end of the train, they can be easily uncoupled and taken around the tunnel, and recoupled to the train in the yards at the other side of the city.

The decision of the Boston and Maine to do away with a terminal at Newburyport, Massachusetts and to bring the trains into the Portsmouth terminal has added greatly to the status of the local station.

The promise of the maintenance of the Naval Shipyard at Portsmouth with work laid out by the Navy Department also strongly aids in the assurance of the future of Portsmouth as a railroad terminal.

The primary need for the future is a new terminal building at Portsmouth. The present facilities are old, inadequate and in a sad state of disrepair. It would seem that the amount of traffic handled at this point would warrant the erection of a modern building.

BUS--TRUCK--AUTOMOBILE

Transportation and its subsequent traffic problems were under study by the authorities of Portsmouth long before the commencement of World War II. Because of the fact that Portsmouth lies on one of the most famous and most used highways in the country, U. S. Route #1, and because of the age of the city which explains the narrow Colonial highways over which the bulk of the traffic must pass, the traffic congestion has long been an unsolved problem.

In the fall of 1940 the problem was partially solved by the opening of a \$3,155,000 Interstate bridge and by-pass highway. The thousands of cars using this bridge and by-pass

each month did much toward eliminating tourist and resort congestion which formerly passed through the city. Also, the fact that many of the trucks having no stops to make in Portsmouth were able to make use of these facilities and thus aided greatly in alleviating traffic congestion within the city.

A comparison of travel for the seven-month period from December 1, to August 1, over the years of 1941 to 1946, as listed below, show the trend of travel over this bridge. (1)

<u>Year</u>	<u>Number</u>
1941	783,870
1942	520,925
1943	316,327
1944	456,399
1945	498,429
1946	830,960

The traffic problem became so great that in 1941 the city authorized the making of a survey and a traffic report. (2) This report presented a true picture of the problems and offered many suggestions for the improvement of these conditions.

The report revealed that Portsmouth, like so many other New England cities and towns, was not laid out with motor cars in mind. The result was seen in the consequent congestion. This was detrimental to the city merchants

(1) Purrington, W. F., Traffic Conditions for Maine-New Hampshire Interstate Bridge Authority, Report of, (1946)

(2) Minor, Pierpont, Traffic Report, (Portsmouth Herald, July 17, 1941)

because of scarcity of parking space. Parking in Portsmouth was a very major problem. Attempts toward the solving of this problem have been undertaken by restricting certain streets as to time and space, but it remained more or less ineffective because of a lack of strong enforcement. The business district would care for only about 1,500 cars if all available means were used. These included the two city parking lots which cared for 300, private garages caring for 200, and the public streets caring for 1,000.

The Vaughan Street parking area had a capacity of about 140 cars. This area was convenient to the business district, and although found to be dirty, ungraded, and not laid out into parking stalls, was fairly well patronized. The second area was just south of the Fire Station and over three blocks from the shopping area. This lot was not as dirty, but it was not a planned lot. Consequently, both areas were not used to capacity.

The two garages were conveniently located but because of their twenty-five cent rate for two hours, plus five cents per hour thereafter, they did not appeal to the short-time parker.

From a total capacity of 1,000 places for cars to park on the streets, actually 240 places were found to be outside the immediate business parking area because of the location of the streets. This resulted in "cruising" by

prospective parkers which, in turn, resulted in further traffic congestion and added expense to the motorist.

The survey showed that there were approximately 100 entrances to offices and places of business on Congress Street between Market and Bridge Streets (the main business area). (1) It also showed that there was space for approximately 120 parked cars. If all the parking stalls were to be filled, allowing one hour for each car, in nine hours of the average business day, there would be only about eleven cars for each entrance for the entire day. This trade alone would not be sufficient to maintain the merchants. Thus, it would be necessary to draw from other sources beyond the parking places immediately in front of the stores.

The survey recommended that additional parking areas be established; that the existing parking regulations be enforced; that present parking areas be cleaned up and surfaced; and that parking meters (with proper enforcement of parking) be installed. (2)

The survey presented the city of Portsmouth as a "bus town". At that time it found that approximately 15,000 buses left Market Square daily. The center of Market Square was used as a bus terminal. This made it necessary for all

(1) Ibid. (July 17, 1941)

(2) Ibid. (July 17, 1941)

passengers entering or leaving the vehicles to find their way through the motor traffic to the sidewalks. Thus, it was impossible to regulate the pedestrian traffic as no definite lines could be established or safety islands installed. It was found that the Greyhound buses made ten-minute stops. It was not uncommon for five or six buses to be found in the Square at one time.

The survey recommended the construction of a union bus terminal; the operation of one-way traffic--East-bound on State Street and West-bound on Daniels Street; and the curb parking of all local buses at the Square. It also recommended that a new job of marking restricted zones and replacement of missing, damaged, or out-dated signs be accomplished. (1)

The Parking and Traffic Committee accepted the survey. The first thing to be accomplished was the surfacing and marking of the two parking areas. Signs, markers and restricted zones were painted to aid the public. However, it was not until 1946 that the buses were removed from the center of the Square to loading zones at the curb. Also, in 1946 parking meters were installed throughout the business area. A rotary circle in place of the traffic light was constructed at Market Square with Daniels Street designated as a one-way street.

(1) Ibid. (July 17, 1941)

The heavy use of the numerous bridges in the Portsmouth area by the Army, Navy and construction trucks weakened many of them. It was because of this fact that either general repairs or complete reconstruction of the majority of them was approved.

State funds made the much-needed repairs to the two bridges to New Castle at a cost of about \$40,000, and rebuilt the Sagamore bridge at a cost of more than \$110,000. (1) The Wentworth bridge was later rebuilt. Thus all bridges approaching the Army installations in New Castle were made safe enough to withhold the heaviest of military traffic.

The Atlantic Heights bridge, also weakened by the increased traffic to the new defense homes and bulk oil plants in that area, was rebuilt.

Another improvement accomplished within the city was the widening of Pleasant Street at the junction of Marcy. This eliminated a dangerous intersection on a heavily-traveled route from the business area to the Army forts in New Castle.

Portsmouth may truly be said to be a "bus town". This was more apparent during the war years than at any other time. However, there are several bus lines operating through the city at the present time. Bus travel now supplements the railroads to a large extent. The bus systems have been

(1) Jordan, F. E., Portsmouth and National Defense, Reprints from the Portsmouth Herald, (New Hampshire, 1941), p. 41

steadily growing and because of the location of the city on U. S. Route #1, it is a stopping point for all travel between Boston, Portland and the Maritime Provinces. The location is also a factor in the establishment of the best possible trucking conditions between Portland, Boston and New York. Bus service throughout the whole Portsmouth area is greatly expanded during the summer season with the serving of shore and resort districts.

The great influx of defense workers into Portsmouth during the War increased the bus travel to heights never before anticipated. The result was the granting of franchises to many new lines. During these years, according to information received from the Public Service Commission of New Hampshire, Portsmouth was served by the following companies: The Boston & Maine Transportation Company, Checker Cab Company, Inc.; Dover, Salmon Falls, South Berwick & Eliot Bus Lines; Fillion Bus Lines, Inc.; Hill Transportation Company; Wentworth Bus Lines, Inc.

Although it has been impossible to obtain accurate figures from most of these companies, it is a well-known fact that the volume of traffic handled by them during this period was very great. So great was the amount on the interstate lines that the ban on standing room in buses was lifted and upon orders issued by the Interstate Commerce Commission

through lines honored each other's tickets. In this way, valuable time and space were saved by both companies as well as the recipient of the service. The tremendous increase in the volume of traffic during these years is easily understandable when one considers the increase in the population of the city, and the increase in the number of workers at the Naval Shipyard. It was also attributed to the restricted use of gasoline and rubber.

The Boston and Maine Transportation Company holds the franchise for most of the local transportation in and around the Portsmouth area. During the war period this company did not contract with the government to handle their transportation needs. They did, however, care for the local needs created by the Naval Shipyard activities. Although there were few additional buses--55 at the peak period as compared with 40 in the present post-war days--they were used four or five times as much. The placing of the Naval Shipyard on a three-shift working basis created a severe problem in scheduling and maintaining the necessary bus accommodations. The number of passengers carried in the Portsmouth area during this period may be pictured from the following statistics obtained from the Boston and Maine monthly traffic reports for the periods indicated:

<u>Period</u>	<u>Passengers</u>
December 1941	17,551
" 1944	313,500
" 1945	226,000
" 1946	257,000

The increase as shown by the statistics from 1941 to 1944 may be accredited to the general conditions previously discussed. That indicated between the years 1945 and 1946 may be attributed to the addition of another line throughout the city and the addition of more frequent service offered the people within the city. Approximately 80% of the bus travel during the war years was connected with the Naval Shipyard--either workers going to and from work, or their families traveling to the business district for food, clothing and entertainment. Also, it is felt that the habit acquired during the war years has lasted and that the people have found it easier to ride on buses where half-hour service is given. Another factor is seen in the installation of the parking meters in the business district. Prior to the installation it was customary for people to leave their cars as long as they desired--many store workers would drive into the district early in the day and park until their work was completed for the day. At the present time this cannot be done in the convenient parking areas, and it is easier to commute by bus.

In 1938 the School Department of the city of Portsmouth employed two buses in order to meet the transportation requirements set forth by New Hampshire law. This number was increased to sixteen due to the increased enrollment discussed in the section devoted to Education.

The arrangement of the working schedules at the Naval Shipyard, even at the time when there were three shifts, made it possible to coordinate the various runs. The buses used to convey the workmen to their tasks would return to cover the routes necessary for transporting the school children to the various schools. The reverse of this situation was true in the afternoons. Because of this ability to coordinate the two schedules, the transportation company was able to sell their services to the city at a much lower figure and to allow more buses than otherwise would have been possible. In 1946 the city of Portsmouth appropriated \$12,000 for the school children. (1)

When the Navy Department advertised for bids for the transporting of all long-distance commuting personnel to and from the Naval Shipyard, few companies were interested. The existing companies either had more business than they could handle at the time, or they believed it too difficult to obtain the necessary financial backing and workers to carry out such an extensive transportation program.

The Hill Transportation Company was at that time using only three buses. (2) However, this company with the

(1) Portsmouth City Auditor, Report of, (1946)

(2) All information concerning the Hill Transportation Co. obtained from an interview with an authoritative company representative.

backing of the MacKenzie Transportation Company and the State Street Trust Company of Boston, Massachusetts guaranteed the Navy Department that they could handle all of the transportation necessary to take the Shipyard employees to and from their work. They were given the contract and began immediately to expand their facilities.

Although the Hill Transportation Company, which was the name of the company that actually carried out the terms of the government contract, and the MacKenzie Transportation Company were separate corporations, they did have joint executive officers. The latter company was a Canadian firm that had operated in the Maritime Provinces and as far south as Calais, Maine for many years. The officers of this company also were in the automobile sales business in Massachusetts. Because of the contacts they were able to make in both the United States and Canada, and because of the high priority ratings they obtained, they were able to secure all the buses necessary for immediate delivery.

According to information secured from a representative of the now defunct company, the number of buses operated by the Hill Transportation Company increased in 1941 from 3 to 34, and at the peak of Shipyard employment the company was operating 64 buses. During the period that the Shipyard was running a three-shift-a day schedule, the Hill Company was transporting over 7,200 workers for each shift,

or a daily total of over 21,600. These workers came from cities as distant as Manchester, Concord and Nashua, New Hampshire, Biddeford and Saco, Maine, and Fitchburg, Massachusetts.

In December, 1946 the contract with the Navy Department was terminated. Thus, with 64 buses on hand, the Hill Transportation Company had to look to other sources of revenue. They obtained franchises to carry passengers between Portsmouth and Concord, New Hampshire, via Northwood; between Portsmouth, New Hampshire and Fitchburg, Massachusetts, via Exeter and Nashua, New Hampshire; and between Portsmouth, New Hampshire and Wells, Maine. These did not necessitate the use of all of the buses owned, and the surplus vehicles were sold in fleets to various bus companies from South America and Florida to Canada. Some were pressed into service by the MacKenzie Transportation Company that was then operating from Boston, Massachusetts to Sidney, Nova Scotia.

The transportation routes maintained by the Hill Transportation Company did not prove to be profitable and in July, 1946 the Fitchburg franchise was sold. The Wells run was discontinued, and in November, 1947 the Concord franchise was sold to the Boston and Maine Transportation Company. By December 31, 1947 all of the buses were eliminated and the Hill Transportation Company became extinct.

The greatest problem with which the transportation companies was faced was that of obtaining labor. The defense industries with their high wages were great competitors. The problem of obtaining equipment and supplies also was greatly felt. At the present time the equipment of the Boston and Maine Transportation Company is in relatively good condition. This is due to the fact that during the war years twenty-eight new buses were purchased upon authorization of the Office of Defense Transportation. The main problem, however, is that of obtaining parts for necessary repairs. The labor situation is now satisfactory. This is due to the reduction in the numbers employed in the various defense industries.

WATER Portsmouth has one of the finest harbors on the Atlantic Coast. It is from 45 to 80 feet deep, boasts of being ice-free the entire year, and is easily navigable. It also has a deep-water river, the Piscataqua, which played a prominent part in the early development of the area. Although there are ample facilities for coastwise and foreign shipping, little has been done to capitalize on this asset since those early days when Portsmouth was a center of maritime activity. In the course of time the commercial activities of Portsmouth Harbor dwindled away due to the change in size and character of ships used, and to the competition from other forms of transportation. Commercial vessels gradually acquired their present character as carriers of bulk commodities, and ship

construction ceased with the exception of work accomplished at the Naval Shipyard.

In 1938 a survey was made of potential commodity movements through the port of Portsmouth. Questionnaires were sent out resulting in the receipt of information showing that there might be a flow of at least 742,000 tons of imports and 60,000 tons of exports a year, including fuel. (1) With this background the people of Portsmouth felt that some action should be taken toward developing the port. The condition of existing piers had grown steadily worse. In 1935 the Boston and Maine piers were rendered unusable by fire. There was actually only one pier that a vessel could tie up to with safety.

The idea of the construction of a state pier was proposed and action was finally commenced in November, 1939 when the State Planning and Development Commission appointed an advisory committee of five men to make a study of this problem. This was the result of a resolution adopted by the House of Representatives of the State of New Hampshire authorizing the establishment of such a committee. (2)

In making the survey a detailed study of the potential use of a state pier was made. This necessitated the study of other state piers now in operation; interviews

(1) A State Pier For New Hampshire, (N. H. State Planning and Development Commission, 1941), Foreword

(2) Ibid., Foreword

with agents of regular steamship lines, tramp steamers and chartering brokers. It also questioned potential industrial users throughout the state. It was evident that there must be an adequate cargo movement through the port, or it would be useless for any steamship company to make use of it. Conversely speaking, there must be steamship facilities to handle a cargo before potential industries might be induced to use the facilities.

In 1940 a study of the potential tonnage that might enter and leave the port was made. It was learned that the potential tonnage was not sufficient to induce any regular steamship line in foreign or coastal service to make scheduled sailings from Portsmouth. The only other possibility to be considered was the establishment of a small motorship service between Portsmouth and New York. (The distance between Portsmouth and Boston was considered too short for profitable service by motorship.) The important fact disclosed that the approximately 61,000 tons, including both receipts and shipments, was too small to attract even a small 800-ton motorship with weekly service. (1) Another fact was that most of the tonnage was in small lots intended for many destinations.

An estimate of the cost of a pier of frame construction based on plans provided by the engineering depart-

(1) Ibid., p. 1

ment of the Boston and Maine Railroad were used. From this it was estimated that the total cost without handling equipment would be approximately \$105,700. (1) For such an investment the annual fixed charges would be \$7,720. (2) The annual income estimated on the 61,000 tons would be approximately \$15,400. (3) Thus it would appear that only \$7,680 would remain for the cost of operating and maintenance.

Another problem that would be influential would be that of transshipment at New York to all other points of destination. This would add to the time and cost of transportation.

If a weekly service was inaugurated, it would have to compete with the regular daily steamship service at Boston and with the daily truck and train service also enjoyed.

The following table shows a summary of the potential annual tonnage which could pass over a state pier at Portsmouth. It also shows general location of destinations. (4)

	<u>In</u>	<u>Out</u>	<u>Total</u>
South Atlantic and Gulf Ports	14,754	2,925	17,679
North Atlantic Ports	3,000	8,045	11,045
Pacific Coast Ports	7,980	113	8,093
U. S. in General	8,719	1,500	10,219
Foreign Countries	13,655	886	14,541
Total Tonnage	48,108	13,469	61,577

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- (1) Ibid., p. 3
 (2) Ibid., p. 3
 (3) Ibid., p. 3
 (4) Ibid., p. 30

The following statistics show a summary of the potential tonnage in and out of Portsmouth according to distances. (1)

	<u>In</u>	<u>Out</u>	<u>Total</u>
Tonnage within 25-mile radius	26,530	8,426	34,956
Tonnage from 25-50 miles	12,074	4,768	16,842
50-75 miles	5,829		5,829
75-100 miles	3,580	275	3,855
Farther than 100 miles	70		70
Unspecified	25		25
Total Tonnage	<u>48,108</u>	<u>13,469</u>	<u>61,577</u>

The committee reported against the feasibility of constructing a state pier at that time. However, it felt that a permanent advisory committee should be established to keep the public informed of future possibilities. It was seen that the principal advantage of a pier would be its availability in the early development of the new industrial estate opened by the building of the Interstate Bridge with its 135-foot clearance over the Pisquataqua River.

The only steamship company operating out of Portsmouth was the Portsmouth Navigation Company with its line to the Isles of Shoals which were located approximately nine miles south-east of the port city. The Isles of Shoals, a popular summer resort and scene of the annual summer religious conferences of the Unitarian and Congregational Churches, made an attractive destination for regularly

(1) Ibid., p. 34

scheduled cruises from Portsmouth during the summer months. In 1941 the islands were closed for security reasons and did not reopen until the summer of 1946. Meanwhile, as there was no need for the "Sightseer", the vessel operating for this line, it was sold.

In recent years the harbor facilities have been used extensively for coal, fuel oil, gasoline and gypsum ore shipments. During the war years there was very little use made of the harbor for shipping. The National Gypsum Company that usually makes extensive use of these facilities in receiving their raw materials from Canada, ceased operations entirely. Only one of the four petroleum bulk storage plants received their supplies by tanker during this period, and this was due to the fact that they had no rail facilities. Coal shipments received at the local wharfs were greatly reduced during this period when the majority was received by rail.

The reasons for this are easy to comprehend when one remembers the tremendous loss of shipping due to enemy submarine activity, and to the increased demand for ships of all descriptions for the transport of supplies and equipment abroad.

Since the end of active hostilities, shipping into the port of Portsmouth has been resumed. The National Gypsum Company has reopened its plant and consequently has a constant

flow of imports from Canada. According to figures obtained from the officials of the two local coal distributors, the Consolidation Coal Company and C. E. Walker & Company, approximately 175,000 tons of coal are received each year through the local port. This represents an increase of about 10% above the amount received before World War II. This fact is attributed to the increased consumption demanded by the enlarged housing facilities.

The opening of the Interstate Bridge with its 135-foot clearance in the lift span has made the river accessible to large ocean-going steamships. This has opened up an area of approximately 1,000 acres along the banks of the Piscataqua River which is adaptable to industrial development. It was because of these extended facilities that the Standard Oil Company of New York has developed its 17,000,000 gallon storage plant. This company started using ocean-going transportation in September, 1946. From information obtained from officials at the plant, it was learned that they receive approximately one ship a month or 6,000,000 gallons. Prior to this period they received their shipments by barge and by rail.

The Atlantic Terminal has excellent rail facilities and consequently is used as a distributing center. Before the war company representatives stated that about two barges per month despatched between 10,000 and 15,000 barrels at

this plant. The last barge to be received during the war years was in February, 1942. Since the war period much of their bulk products are again received by the two or three barges arriving monthly. Lack of ability to obtain steel stops any attempts of the company to enlarge their storage capacity and to lengthen their docking facilities to enable them to receive ocean-going transports. The present depth of water, three and one-half fathoms, at the pier allows for the docking of barges only.

The Shell Oil Company maintains a storage plant adjacent to that of the Atlantic Terminal with a capacity of 1,000,000 gallons. During the war period petroleum was received by tanker from New Jersey and Texas. Now there is an average of one barge per month bringing oil to them by transshipment from Portland, Maine.

The Colonial Beacon Oil Company was the only concern receiving petroleum by barge throughout the war period. This was necessitated by lack of rail facilities. They have a storage capacity of approximately 10,000,000 gallons.

E. WELFARE AND RELIEF

The extensive movements of the people in the Portsmouth area during the war years interrupted the regular course of their lives and had a most disturbing effect upon their family relationships. A study of the activities of the many organizations in this locality reveals the problems created by the influx of people who poured into Portsmouth as a direct result of the war. Many of these people were transients, others settled for the duration and longer. However, regardless of their length of stay, the problems that confronted the local authorities and organizations had to be dealt with adequately.

The twenty-eight organizations in this area that deal with family security may be classified as local, county, state and federal. These may be further divided into public and private agencies. Some of these private agencies have no paid workers, and many exist by virtue of voluntary private contributions. However, those that are supported by public funds have their sources of authority in the statutes of the state of New Hampshire or the federal government. It has been found that those supported by voluntary contributions have grown from the community's recognition of the needs of the people. In order to carry out their work, it was necessary to develop their administration policies and define their methods of procedure through charters and by-

laws. Regardless of the type of organization, whether public or private, they all render assistance and relief on the basis of economic need; give their services to neglected, dependent and delinquent children, and to families with various kinds of difficulties where financial need may not be an important factor; and furnish aid to the homeless.

The migration of many people to this area who were unsuccessful in their search of work, plus those who did secure employment and were later released because of illness or other reasons, created an added problem to the community. Many of these people who had not resided in the city for a length of time necessary to receive municipal or county aid had to be helped by private organizations. The city has a residence requirement of five years which must be met before the welfare and relief authorities may give assistance.

Unemployment of others seeking aid was due to defense priorities which made it impossible for some companies either to obtain materials or transportation necessary for the continuance of their business. Thus, it was necessary for the plants to close either for a short period of time or for the duration of the war.

The induction of men having dependents in the Armed Forces, and in many cases the changes in the family set-up after induction, created problems that necessitated the granting of assistance by welfare organizations. In

many of these cases the service-granted allotment checks were either inadequate in meeting the needs of the family, or they were slow in reaching the dependents. Also, there were many instances where the men in service failed to make allotments to their families. In either case, the welfare groups were called upon for aid. The predominance of family security problems found in families of servicemen and among transient population were largely dealt with by the American Red Cross, the Salvation Army and the Family Welfare organizations.

Other cases referred to organizations for assistance revealed problems resulting from delinquency of minors and adults, children needing foster homes, and medical assistance due to increased cost of living.

Although both public and private agencies gave assistance and relief on the basis of economic need in evidence, the largest number of cases receiving financial assistance were carried by the public agencies. It has been found that the public assistance has increased, while direct relief has decreased. This may be attributed to the fact that as the direct relief recipients qualify for a categorical public assistance program, they are transferred accordingly. The three programs having the predominance of unemployable persons include the old age assistance, aid to dependent children and aid to the needy blind.

In undertaking a further study of the welfare problems of the city of Portsmouth, it is necessary that one understands the distinction between the terms "relief" and "public assistance". Relief includes amounts in cash and kind granted by counties, cities and towns to direct relief cases which include individuals, families, and board and care cases. Public assistance may fall into three categories: Old age assistance, aid to dependent children, and aid to the needy blind. All cases that are placed in these categories are administered by the State Welfare Department from funds received from federal, state, county and city sources.

A study of the records of the State Welfare Department revealed that all statistics were compiled to show the activities of the state as a whole. Therefore, it was not possible to obtain accurate figures for the city of Portsmouth as a single unit. However, a general picture of the conditions during the period under discussion showed several interesting trends. As these trends were also in evidence in the city reports to be discussed later, it is safe to presume that the following is a true picture of Welfare Department activities in the city.

During the period 1941 to 1943 there was a slight downward trend in the number of cases receiving direct relief and public assistance. However, during the years 1944 and 1945 the decrease was most noticeable. The principal reason

for this may be attributed to the increase in family resources, either because of the employment of the applicant or the legally liable relatives. It was also evident that there was a greater percentage of women receiving direct relief during this period than men. Again, the reason presented was the increase in the employment opportunities for older men due to the war activities. The year 1946 showed a change in this trend when the curve took a decided swing upward. This change may be traced to the decrease in employment at the Naval Shipyard and other plants having war contracts. As the employees at these places were laid off, they replaced the older men who had filled their places of employment during the early years of the war.

During 1945 the amount of aid to dependent children nearly doubled in Rockingham county. (Portsmouth is the largest center of population in the county.) Although the health problem in a family or the death of the principal wage earner were the basic requirements, the main reason for this increase was the change in the statutes which allowed the inclusion of children between sixteen and eighteen years of age and in school. This took place in September, 1945.

There was little fluctuation from month to month during the war years in the amount expended for aid to the needy blind. The principal reasons for acceptance of this aid was due to the illness or disablement of the recipient, or the depletion of their savings or other resources.

The State Welfare also grants special services to the blind to enable the individual to assume or resume normal activities in the home and community. These services include home teaching, furnishing and servicing radios, talking books, typewriters, placement of pupils in a school for the blind, assisting in procuring vending stands, counseling and guidance through vocational rehabilitation, placement of employable persons in positions where they can assist in caring for themselves, teaching of braille and home industries. Whereas there are several Portsmouth people who are taking advantage of one of these special services, the most prominent case is the vending stand in the foyer of the local post office which is operated successfully by a blind resident of Portsmouth.

During the war years the State Welfare Department cooperated with the Selective Service Board and Women's Auxiliaries of the Armed Forces. They investigated requests of inductees who claimed their absence would cause great hardships in their homes, and also carried on investigations in an effort to avoid induction of registrants and volunteers not adequately qualified for military service. Although this department did not make decisions, the information procured by them was most helpful to the authorities charged with this task.

The city of Portsmouth's Poor Department statistics

show the following amounts expended during the period under discussion. (1)

<u>Year</u>	<u>Direct Relief</u>	<u>Old Age Assistance</u>	<u>Total</u>
1940	\$20,103.11	\$ 9,184.62	\$29,287.73
1941	19,530.89	10,277.03	29,807.92
1942	14,326.19	11,279.48	25,605.67
1943	11,046.14	12,445.85	23,591.99
1944	10,898.28	12,153.69	23,051.97
1945	10,003.01	15,366.24	25,369.25
1946	14,939.95	20,570.97	35,510.92

Although these figures show the actual amounts spent by the city for Direct Relief and Old Age Assistance--the latter being the city's share of the State administered fund for this purpose--there are other factors to be considered. It must be remembered that the costs of food, clothing fuel, medical care, etc., increased greatly during this period. Incomplete city records failed to show the actual number of people receiving old age assistance during the early part of the war. They did show that in the year 1945, there were 152, and in 1946, there were 190. (2)

Both the city and the state took charge of child placement and child welfare. In compliance with a ruling of the Children's Bureau, all applications for child welfare services must be accepted. However, they may be closed after one interview. Those applications closed were found

(1) Portsmouth City Auditor, Accounts of, (1940, 1941, 1942, 1943, 1944, 1945, 1946)

(2) Overseer of the Poor, Reports of, (Portsmouth, N. H., 1945 and 1946)

to be in three categories:

1. The needs of the children could be met more effectively by some other organization and were referred to it.
2. The problems were of a minor nature and after a conference with the department, the parents were capable of handling the situation themselves.
3. Many referrals to the department were actually complaints. All were investigated and where no evidence of abuse or neglect were found, the department withdrew from the situation.

Those children taken from families where there was evidence of neglect were either placed in foster homes where they were boarded or in a children's home. The cause of this neglect may be attributed to the separation of the parents, desertion of one parent (in some cases both parents), and the death of one parent. The number of desertion cases rose during this period in Portsmouth. This social problem is another result of the war. The fact that Portsmouth was a defense city with numerous forts and a Naval base increased the hasty marriages and subsequent desertion cases, as well as the cases of illegitimacy.

The Family Welfare Association played an important part in the social welfare of the city of Portsmouth during the war period. This association is a private society supported by the Community Chest and funds received from individual donations. It is governed by a board of directors

consisting of twenty-four members who meet monthly, one social worker and an assistant. Unlike the city, county, and state welfare and relief agencies that afford permanent or periodic relief where needed, the Family Welfare Association extends various services to families and gives emergency relief in all justifiable cases.

In many instances those in need of immediate assistance cannot be helped by either the city, county or state welfare agencies because of regulations governing the length of residence within the city. It is then that the Family Welfare steps in. Very frequently state allotments are not sufficient to meet the needs until the next payment is due to be received. In such cases the Family Welfare supplies food and fuel to carry the family over this difficult period of a few days.

During the war years when employment was plentiful, this organization found a reduction in one type of relief offered. Many of the unskilled workers who were of the lower-mentality group and who formerly were regular appliers for aid, were able to earn large wages. These same families had no knowledge of the use of such unheard of wages, and saved little or nothing. As soon as hostilities ceased, these workers were the first to be released with the consequence that many soon became frequent visitors to the welfare agencies. Although this problem has not

become as great as before the war, indications would cause one to speculate that it is gradually increasing.

Another contributing factor may be laid to the fact that the war necessitated the drafting of many young men who had not had an opportunity to learn a trade. During the war years, many of these same young men acquired families and with the aid of government salaries, plus the family allotment checks were able to manage very well. Upon their discharge from the service, these means of support ended. Although they were able to obtain financial aid by means of the so-called "52-20 Club" while they searched for steady employment, this support also came to a stop. This has resulted in many of these families asking for assistance. This assistance is not necessarily of a steady nature, but it is frequently between periods of employment.

Among the many family services offered by the Family Welfare is that of taking children to various hospitals and clinics for examinations and treatment. These visits often include examination by Boston, Massachusetts specialists, as well as those found in Manchester and Concord, New Hampshire. This organization also cooperates closely with the state psychologist. It does not limit its aid to children, but it obtains medical and legal assistance for any worthy case.

In many instances children who have to work are found good homes by this agency. These children are often

able to continue their schooling in a good environment and thus given an opportunity to become good citizens. There were many more cases during the war years where the Family Welfare would assist in finding good families with whom children might live. This was necessitated by the fact that the government allotment checks would not be large enough to meet the increased costs of living, and the mother would find it necessary to seek employment. In many such cases the mother was able to earn enough so that with careful planning this saving, combined with bonds saved by the father in the service, was enough to enable them to establish a small home upon his return to civilian life.

Both the Family Welfare and the American Red Cross were faced with one of the greatest problems of any of the agencies in Portsmouth during the war. This was created by the families and sweethearts of naval men confined to the Naval Prison located at the Naval Shipyard. As this was one of the Navy's largest disciplinary barracks, men from all over the country were found there. The Navy Department has a regulation which causes the cessation of pay to the man upon his confinement in such an institution, and he takes on civilian status during such a period. This also causes the stopping of the allotment checks to his family. Upon learning that their husband or son was confined in the Naval Prison, many families would immediately come to

Portsmouth to be nearby, hoping to be able to visit frequently. Upon their arrival, they would learn that their allotment checks had stopped and that such visits to the Prison were seldom allowed. Their situations were desperate. They had used up their money to reach Portsmouth, and they were stranded. Because of the residence period required by both the city and county, there was no assistance available from these sources. The Red Cross who assisted service families could do little to help them because these families were ineligible. (Families of men in civilian status were not "service connected".) The main agency open to them was the Family Welfare whose funds were so limited that they usually could not purchase tickets to return them to their homes. However, they were able to assist them in contacting the proper parties who were able to be of help, and in many cases found employment for those who wanted to stay.

As there is no regular agent in the city for the Travelers' Aid, the Family Welfare assists with such cases in so far as their meager funds allow. The organization also cooperates closely with the various state institutions--the state hospital, state school for the feeble minded, and the county home and hospital.

The local chapter of the American Red Cross was another agency that played a vital part in dealing with welfare problems of this city. Under its Congressional

charter and Army and Navy regulations, its Home Service program was carried out diligently to give necessary aid to servicemen and veterans, and their dependents. A counseling service in personal and family problems was carried on throughout the war years and after.

Financial assistance was rendered on the basis of need for basic maintenance during temporary periods. In a large degree this aid was granted to care for that period before the first receipt of federal disability or death benefits and during periods when there were delays in receiving the government allotment checks. The first main problem of this nature with which this chapter was faced was in 1941 and 1942. As husbands and sons were called into the service, wives and mothers were cut off from any support. The local Red Cross tried to meet the immediate needs. In June, 1942 a bill was passed giving Family Allowance to the dependents of servicemen. However, the checks did not begin to arrive until November of that year, and assistance was very frequently needed to carry these families through this long, trying period. There was and still is the problem caused by delayed family allowance checks that had to be met.

A second problem that faced all Red Cross Chapters during the early years of the war--and Portsmouth was no exception--was the lack of a financial set-up for pregnant

wives of servicemen, and the care of their children. A questionnaire was sent to all Red Cross Chapters asking the number of wives who had applied for financial assistance for this particular medical assistance, and as a result a sum of money was set up through the Federal Children's Bureau to be distributed through the State Health Departments for prenatal care and delivery. In January, 1945 the Infant Care Program was added for medical and hospital care for infants up to one year of age.

Many instances were found in the late years of the war and after the cessation of hostilities where financial aid was given to veterans during his transition from military to civilian life. In the granting of all of this financial assistance to the servicemen and veterans and their families, citizenship, settlement, nor legal residence were demanded as prerequisites.

The referral service was another important task carried on by the Red Cross during the war years. The veteran and his dependents were advised of the agencies in the community offering services appropriate to their needs, explaining the services offered, and planning with the appropriate agencies and the applicant for consideration of the problem at hand. The veteran and his dependents were also assisted in presenting claims for pensions and other government benefits.

The American Red Cross also assisted with communications between servicemen and their families when normal means of communication were not available or when the use of such normal means of communication were not successful, if an emergency situation justified the use of the special Red Cross facilities. According to the records of the local chapter, telephone and telegraph bills averaged \$75 monthly.

During the war years services of one type or another were granted to 3,815 active servicemen and women, 1,263 ex-servicemen and women, and 155 civilians. (1) These figures do not include the great amount of time spent answering questions, making referrals, writing thousands of letters, or making social case histories. \$34,029.57 was actually given to the clients served. (2) All during this period the need was met through the generosity of the citizens of Portsmouth and the country at large. At the present time a large program of service is being carried out for the veterans and for the families of men who are still in service. The problems have changed greatly and are more of a family nature than ever before.

(1) Portsmouth, N. H. Chapter of the American Red Cross, Records of, (Portsmouth, N. H., 1940--1946)

(2) Ibid. (Portsmouth, N. H., 1940--1946)

F. POLICE AND FIRE PROTECTION

POLICE AND JUVENILE DELINQUENCY

Crime has never been a serious threat to Portsmouth. Although there have been occasional robberies and a small number of other serious offenses over a period of years, the majority of cases have been of a minor nature. This, however, does not mean the police department has not been a busy one.

The handling of traffic in the city creates the most important non-criminal task of the police force. This problem is particularly acute in the business area. As the area caters to a large population from surrounding towns, there are thousands of cars that jam into the district weekly. As has been discussed in the section dealing with transportation, about twice as many cars attempt to park in the area as there are spaces available. This causes the overflow to seek space on nearby side streets which are frequently too narrow for such use. Another difficulty is caused by those attempting to park who cruise about looking for a possible place resulting in severe traffic congestions which must be untangled by the Police. The fact that four through highways converge within the city also adds to the problems facing the members of the force. Although this latter cause has been considerably alleviated by the operation of the Interstate Bridge and By-pass which may be used by through motorists enroute to Maine, the problem is still a serious one.

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The traffic problem was greatly enhanced during the war years. Several reasons may be given as being contributory factors: The great increase in population both within the city and in the surrounding areas that relied on the business section of Portsmouth to fill their needs; and the increased employment at the Naval Shipyard that brought hundreds of additional cars through the city enroute to their work or homes. As the Shipyard worked on three shifts for a greater part of the time, this caused a more frequent passage of cars through the district. Of course, the restricted use of gasoline and rubber decreased the automobile traffic to a great percentage of what it might have been. However, the added use of buses as a means of travel increased the traffic congestion on Market Square. The center of the Square was never free of buses receiving and dismissing passengers who had to find their way to and from the curb by dodging on-coming automobiles. Although this was later remedied, it created a major traffic problem for several years.

The police had many other duties requiring their constant attention which frequently caused serious trouble to be averted. Business concerns were checked for unlocked doors, fires, etc., and owners notified in the case of emergencies. Burned out light bulbs, poles that had been broken, fallen wires, and other items found needing repair were

reported to the utility companies. School property was watched during vacant hours, and truancy was frequently spotted. It might well be said that the police department acts as the watchdog for the safety and protection of the city, its peoples and its businesses. It also acts as a general information department and a spreader of goodwill for the entire city.

The equipment is the least expensive part of police work, and in 1941 the value of the equipment of the police of Portsmouth was slightly under \$13,000. (1) This included a station and twelve cell blocks attached to the City Hall; two cruising cars and equipment, one of which was on order at the time these facts were established; an ambulance, an inhalator, first aid and other equipment necessary for emergency use; files of police records and fingerprints; equipment for about twenty-two men. Seven call boxes located in strategic places throughout the city were rented from the telephone company.

As defense needs were increased, the Police Commission recommended the addition of at least two men and one cruising car to assist the over-taxed department. It was felt that the amount and nature of the traffic problems previously discussed, plus the fact that the city had an area about five times the average for a city of its population,

(1) Jordan, F. E., Portsmouth and National Defense, Reprints from the Portsmouth Herald, (New Hampshire, 1941), p. 58

warranted this request. At that time the force was made up of a marshal, three officers and eighteen men. With this force the police guarded the welfare of the city for twenty-four hours a day. This also included patrolling the city streets, the maintaining of a daily police register, and the handling of telephone calls at the police station. Thus, it may be seen that while it is necessary to have a few men on duty at the station there must also be maintained an adequate patrol on foot of a dozen areas in the three major districts of the city--business, residential and manufacturing. At least two men must always be kept at the station to man the ambulance or reserve cruising car in case of an emergency. To assist in solving the scarcity of patrolmen, a cruiser force was established. Thus, it was able to tour every section of the city, including all of its 136 miles of paved streets several times during the day and night with the use of the cruising car and one or two men. The added burdens of national defense included work on air raid warning, supervision of air raid shelters, and the registration of civilians in case of disaster. Although these last three duties were never actually carried out, the police had to be ready in case the need had arisen. This entailed much planning and cooperation with the Civilian Defense Committee.

The City Marshal is delegated the task of making patrol duty assignments subject to quarterly change. He has

no authority to hire men for police duty. All patrolmen are appointed by the members of the Police Commission. This Commission, originally established in Portsmouth in 1895, is appointed by the Governor of New Hampshire and confirmed by a majority of the Executive Council. The members are appointed for a three-year term, and it is specified that not more than two members shall be of any one political party. They are not under the control of the Mayor and City Council.

All men appointed to the Police Department must be residents of Portsmouth and between twenty-five and thirty-five years of age. Their political affiliations are not considered. They are appointed for a six-month probationary period after which the appointment is made permanent, subject to a report of efficiency and good behavior.

All members of the force are entitled to one day off in eight, plus a two-week annual vacation and a fifteen-day sick leave, and more at the discretion of the Commission. The men are insured in order that they receive continued payment of their salary and medical and hospital expenses if they become injured in the line of duty.

The police have a retirement plan whereby they may retire at the age of sixty-five or after thirty years of service. They are compelled to retire at the age of seventy. The maximum pension received is \$1,200 annually. The city contributes 2% while the men have 4% deducted from each payroll.

Instead of the police force being increased during the war years, it became decreased. This was primarily due to the fact that some of the patrolmen were drafted into the Armed forces, while a few were attracted by the large salaries offered by the defense industries. Consequently, the department had to be run with seventeen or eighteen men. The added vigilance necessary due to the influx of civilians into the area, plus the great number of service personnel who came into the city for their off-duty hours, and the large number of women and girls ("camp followers"--so-called) created a problem too large for the police to meet adequately. An appeal was sent to the authorities at the Naval Shipyard which resulted in the assignment of a Shore Patrol force that assisted during the evening and night hours.

The greatest problem with which the police was faced was the so-called "girl problem". The large number that came into the city created an unhealthy situation. There were many opportunities for these women and girls to meet servicemen including casual meetings on the streets, at beer parlors or taverns, cheaper restaurants, dance halls and skating rinks. The police were not able to patrol these places as constantly as was necessary, however, they maintained a strict vigilance on the streets. Some of these girls obtained employment in taverns as waitresses. Their wages were low and they were dependent upon their tips.

It was felt at the time that there was need for a policewoman to help care for problems of this nature. This need was never fulfilled, however, and the city continued without such assistance and without a police matron. There were no facilities to handle these cases. Aid was given to these delinquent and promiscuous girls to a limited extent by Welfare and other agencies. However, they, too, were not equipped, financially or otherwise, to assist extensively. Many girls found roaming the streets were forced to leave the city under the penalty of a jail sentence if they were to return. The chief problem with respect to sexual promiscuity was with the young teen-age girls, termed as amateurs, whose general attitude was that of working for the cause and providing entertainment for the servicemen. Although there was no official record to substantiate the claim, the general impression was that of increased illegitimacy. An appeal for a closer cooperation among all the agencies--health, welfare, and the general public--was asked to assist in meeting the situation. A nine o'clock curfew requiring all children under sixteen years of age to be off the streets became enforced.

In June, 1944 a report of the Portsmouth Social Protection Committee found much evidence of vice within the city. (1) This committee recommended that definite patrolling

(1) Portsmouth Social Protection Committee, Report of,
(Portsmouth Herald, June 23, 1944)

of unlicensed drinking places be made by the police. It further recommended that more adequate patrolling of "exposure" places be accomplished by both cruiser and patrolmen on foot. A strict enforcement of the curfew law, and the allocating of \$2,200 annually be established for the employment of a properly trained policewoman. It further recommended that hotel and rooming houses should compel servicemen to present their identification cards upon registering.

The Police Commission took issue with this report. (1) They stated that all definite exposure places were constantly patrolled insofar as was possible with the limited personnel of the police department. All minors found on the streets or in any public place unescorted after curfew were either taken home or to the police station. Even patrolmen who were off duty had been instructed to pick these young people up. The Commission would gladly employ a policewoman for \$2,200, if a properly trained person could be found who would work for that amount. This was believed to be very doubtful. They also took issue with the report by stating that they believed the police had no legal right to demand that hotels compel servicemen to establish their identity by this means.

The problem of juvenile delinquency in the city of

(1) Ibid. (June 23, 1944)

Portsmouth has never been a serious threat. During the war years there was no appreciable increase--in fact the majority of cases found during this period were the so-called "girl cases" previously discussed. It is a well established fact that there is less delinquency among the children in this city than most of the other sections of the state. What problems are found may be classed in three groups: Petty larceny, truancy, and the lack of parental control. The latter group is a contributing factor to the number of juveniles found on the streets after the curfew hour.

The young people were too busy during the war years to add to the delinquency problem. The great lack of labor in this area created jobs for practically any boy or girl who would accept employment. The minimum age laws were side-stepped to some extent by the issuance of many working permits. Also, there were many tasks available for which no permits were necessary. Many teen-agers found employment at the Naval Shipyard after school hours--many working on the 2:00 p.m. to 10:00 p.m. shift. Others filled the vacancies created by those who had left to enter the military services or to work at the more lucrative defense industries. Still others earned money from paper routes, mowing of lawns, shovelling snow and acting as baby sitters. Thus, it is seen that the younger group had little leisure time. It is also evident that they had ample money and had little need to turn to petty larceny for the appeasement of their wants.

A survey of earnings made in the guidance department of the Portsmouth Senior High School for the years 1941 to 1946 showed the earning capacity of the boys and girls of the sophomore, junior and senior classes. (1) As the following statistics indicate, this is further proof that the boys and girls were too busy during these years to create too much of a delinquency problem.

<u>Year</u>	<u>Number Working</u>	<u>Average Earnings</u>	<u>Total Earnings</u>
1941	608	\$146.18	\$88,879.67
1942	396	231.29	91,594.50
1943	608	194.73	118,398.36
1944	454	263.38	119,574.57
1945	456	262.49	119,696.76
1946	477	252.75	120,960.84

The type of work done by these young people included the following: By boys--labor, store, clerks and office, caddying, garage and gasoline station attendants, paper routes, theater ushers, mechanics, post office clerks and carriers, farming, Naval Shipyard, truck drivers, hotels and restaurants, playground attendants, painters. By girls--housework, caring for children, store, clerks and office, waitress and cooking, cashiers, Naval Shipyard and defense work, labor, farming, post office clerks, nurses' aid, hospital aid, playground attendants, usherettes, beauty parlors.

The passing of the war activities made available Naval Shipyard employment non-existent for the juveniles.

(1) Survey of Earnings of Senior High School Students,
(Portsmouth Senior High School, 1941--1946)

It was seen that as work decreased in all the defense industries, more and more of the older men and women returned to their pre-war tasks. This fact, plus the return of service men to civilian life and jobs, caused the young people to lose their employment and gave them much more free time. Although the survey of earnings showed a sharp decrease in 1944, it was evident that the type of work in which the students were engaged at that time was more of the nature of defense work than shown by the 1946 figures. (1) These latter figures began to show again the trend of employment in the fields in which these young people were engaged prior to the war period.

The creation of the Recreation Commission at about this time, and the establishment of a definite recreation program has done much toward filling the need resulting from the increased leisure of the young people. Although it is impossible to obtain published figures concerning the number of delinquency cases that appear in the local Juvenile Court, an authoritative source revealed that a "high year" would entail between thirty and forty cases.

The major juvenile problem facing the local authorities is created by "delinquent parents". These parents dismiss their obligations to their children and refuse to create a proper home for them. Another problem is created by the

(1) Ibid. (1944, 1946,

broken home. Either the father has left the home without adequately furnishing support for the mother and children, or as in some cases found in the city, the mother was the one to desert the family group, leaving the father with children he had no way of caring for while he was at his place of employment. There were also the cases of homes being broken by the death of one or both parents.

In all of these cases, it is the problem of those caring for juveniles to place the children in proper homes, or to contact the proper welfare agencies for assistance. These problems constitute the majority of the work handled by the juvenile officials in Portsmouth. There are a few committals to the State Industrial School. The main problems under the heading of vandalism are found in the breaking of windows in the several schools throughout the city.

The installation of parking meters in the latter part of 1946 for the purpose of alleviating the traffic problem in the business district necessitated the addition of two patrolmen to the police force. These two men were hired at an annual salary of \$2,000. They were entitled to all of the allowances granted to the regular patrolmen. Their duties entailed the supervising of the parking and the maintaining of regulations at the 378 meters. They were authorized to issue tickets to violators of the parking regulations. The money was collected weekly by these meter officers and

was taken directly to the bank where it was counted and deposited in a separate account. The net sum of \$23,423.35 was received during the first eight and one-half months of operation. (1) This represented an average take of \$650 per week. This, plus the income received from fines for the first six-month period of \$2,350, gave rise to the speculation that the gross income would be approximately \$40,000. (2) The original cost of the meters was \$22,000 and the annual cost of operation was estimated as \$5,000. (3) It was felt that the meters should have paid for themselves within a year, and that the city should realize the benefit of the meter income in 1948.

The growth of the Police Department since the war may be seen from statistics presented in the Portsmouth City Directory for 1947. There are at present twenty-eight permanent men on the force and forty special officers. There are three pieces of motor equipment including cruising cars equipped with two-way radios. The present valuation of the police equipment estimated at \$25,000 shows an increase of \$12,000 above the estimated value of 1941. (4)

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- (1) Police Commission of Portsmouth, Records of, (1946 and 1946)
(2) Ibid. (1946 and 1947)
(3) Ibid. (1946 and 1947)
(4) Portsmouth City Directory, (Portsmouth, N. H., 1947)

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FIRE Portsmouth, like so many cities that were built in the Colonial period, will always have a serious conflagration hazard because of the old buildings. Although many have been remodeled and others removed entirely, they are still fundamentally wooden structures. However, since an unfavorable report from the National Board of Fire Underwriters in 1936, much has been done to improve the then existing conditions. (1)

 The success of a city's fire protection depends not only upon the fire-fighting men and equipment available, but upon several other services of a municipality as well. There should be good building, electric, inflammable, and explosive codes. These should be augmented by a rigid policy of inspection to see that enforcement is maintained. The removal of refuse from all areas should be carried out promptly and efficiently. The community should be educated in ways and means of fire prevention as this is actually the best protection. The system of fire alarm boxes and available telephone service should be adequate in order to provide the department with instant notification.

 It is important that streets are in good condition and that the police clear the way preventing any congestion, either enroute to, or at the fire. It is also essential that

(1) Portsmouth Report, National Board of Fire Underwriters, (1936)

the public utilities cooperate quickly by cutting off any power or gas lines that may add further danger. The supply of water and the distribution system should be constant in order that the necessary pressure be maintained while combating a fire--regardless of the length of time involved.

The increased construction in and around Portsmouth during the war years necessitated the increasing of both men and equipment with which to protect the city. The department is called upon to make runs to the Federal homes in Kittery, Maine, as well as to the two new developments in Portsmouth (Wentworth Acres and Pannaway Manor). This added duty, together with the suburban service granted, created a much greater responsibility for the department. Portsmouth is fortunate, however, in that within a twenty-five-mile area, or a half-hour's run, there are fourteen departments available from which help may be requested.

There was a definite need for a new sub-station for the Fire Department from which more adequate service could be granted. It was felt that the distance from the fire station to Pannaway Manor of three miles and to the Wentworth Acres project, a distance of two and one-half miles, were both too great. This was even more noticeable when one considered that the route taken to both areas was through the congested downtown section of the city. There was also need of a new pumping engine and an aerial ladder

as well as additional equipment and men if the department was to maintain adequate protection for the city.

The Portsmouth City Council adopted a resolution in February, 1941 authorizing the purchase of a new aerial ladder truck. (1) The selection and purchase of this equipment was to be made by the Committee on Fire Department.

At the same meeting an ordinance was read providing for the readjustment of salaries of all firemen. (2) This was amended in March of the same year to add an extra \$100 to all permanent firemen's salaries. (3)

The federal government recognized the purchase of the aerial ladder truck as being vital to the defense needs of the community, and gave priority to the requisition. On November 18, 1941 the City Council appropriated the necessary \$15,000 for its purchase, plus an added \$800 for the purchase of a car for the Chief Engineer. (4)

Portsmouth's progress in the increasing of its protection to the greatly enlarged city and suburban areas was finally being evidenced. The machinery and equipment already discussed as additions were supplemented by a \$34,000 grant for a new substation, dozens of new hydrants and fire

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- (1) Portsmouth City Council, Records of the Minutes of,
(February, 1941)
(2) Ibid., (February, 1941)
(3) Ibid., (March, 1941)
(4) Ibid., (November, 1941)

alarm boxes. (1) Theservices offered were further strengthened in July, 1943 when a fire boat was made available. (2) This, the first since World War I, was prepared to answer all alarms which might endanger any or all of the property along the Portsmouth city waterfront. The boat was to be maintained and operated by the United States Coast Guard.

In July, 1946 the City Council voted to again revise the salary schedules of firemen in order to keep up with the rising costs of living. (3) It was also felt necessary in view of the fact that some of the force might be lost to a more lucrative means of employment.

The increase in the development of the Fire Department over these years may be easily seen from a study of statistics set forth by the 1947 City Directory and compared with those shown in the same Directory for 1943. (4)

	1943	1947
Permanent Men	9	17
Call Men	45	44
Autos	1	2
Pumpers	5	6
Hook and Ladder	1	0
Aerial Ladder	0	1
Station House	1	1
Value	\$100,000	\$130,000

(1) Portsmouth, N. H. Chamber of Commerce, Report of (1946)

(2) Portsmouth City Council, Records of the Minutes of,
(July, 1943)

(3) Ibid., (July, 1946)

(4) Portsmouth City Directory, The, (1943 and 1947)

The increase as shown by the above statistics, together with the nearly doubled capacity of the water works, is indicative of the adequateness of the services offered by the Fire Department to the city of Portsmouth and the surrounding communities. The residents of the city may well be satisfied with the success the Department has achieved in keeping the fire loss at a minimum within the city limits, as well as in the outlying communities.

G. RECREATION AND HEALTH

RECREATION Portsmouth, the only city in the Seacoast region, is well equipped with space for out-door recreational activities, as well as large gathering places for public meetings, plays, concerts, and other cultural or educational entertainment. The greatest deficiency in the early part of the period under discussion was felt in the lack of facilities for indoor sports. There was a definite need of a community center in which one could find indoor basketball, handball, volleyball, and badminton courts. It was also felt that the community center should be so constructed as to provide for an auditorium for all public gatherings of civic, cultural or a social nature. Such a center could provide educational programs in handicrafts and become a headquarters for youth groups of the city. The only indoor recreation, other than that afforded by the school department, was furnished by a few church groups.

There was a definite need for organized recreational leadership. The only solution for this was to employ a recreational director to survey the needs of the city and to schedule events to meet these needs.

In surveying the out-of-door facilities for recreation one found that there were three public playgrounds, two having baseball fields and one a tennis court, two were equipped with hard-surfaced play areas and swings for the

younger children. There were seven school playground areas available, although some were poorly equipped, and many were not distributed in relation to the needs of the population. There were six parks, although their areas were too small to afford any real enjoyment. Portsmouth had a \$12,000 baseball field and a \$10,000 tennis court layout. (1) There was also a swimming pool which needed the expenditure of several thousand dollars with which to bring it up to the standards set fourth by the State Department of Health. This will be discussed at a later time.

There was little to offer the adult in the way of recreation. Although limited use could be made of the school gymnasium and auditorium, there was a definite need for an adult gymnasium and auditorium that would not be subject to restrictions of the school department.

The commercial recreation for the city of Portsmouth was provided by four moving picture theaters; the recreational bowling alleys; five pool and billiard rooms; two auditoriums with a combined seating capacity of nearly 1,500; and a Country Club with an 18-hole golf course. There are two other nearby golf courses, one in Rye at the Abeniqui Club with 18 holes, and a 9-hole course at the Wentworth-By-The-Sea in New Castle. (2)

(1) Jordan, F. E., Portsmouth and National Defense, Reprints from the Portsmouth Herald, (New Hampshire, 1941) p. 67

(2) Essential Facts About Portsmouth, Prepared by the Portsmouth Chamber of Commerce, (1946)

The many historic buildings and sites which are a part of the tradition of Portsmouth draw hundreds of visitors to the city yearly. A small booklet published by the Portsmouth Chamber of Commerce describes many of the notable old houses and offers an historic tour of the city. (1)

The recreation problem became acute with the great influx of defense workers and their families in and around Portsmouth. This was increased by the opening of the federal housing developments both in the city and across the river in nearby Kittery, Maine. In addition to these people, there were the members of the Armed forces assigned to duty in the Portsmouth area. According to a report presented by the United Service Organization for the Portsmouth district, (2) there were 750 servicemen attached to the Naval Shipyard at the beginning of the war. This number was increased during the peak years of 1943, 1944, and 1945 to 3,800 enlisted personnel, including approximately 125 Waves. The Captain of the Port's office numbered its Coast Guard personnel as 1,300. The Harbor Defenses which included five forts had 2,000 personnel on duty there, while the Army Air Signal Corps maintained a radar station on Mt. Agamenticus, Maine, manned by 85 men.

(1) Portsmouth Chamber of Commerce, Historic Portsmouth Tours,
(New Hampshire, 1947)

(2) United Service Organization, Portsmouth District, Report of,
(New Hampshire, 1946)

As the problem became more apparent, the people of Portsmouth began to take steps to help safeguard the entire community and to provide some means of recreation for these people. A committee known as the Portsmouth Recreation Committee was established. The purpose of this committee was to cooperate with the United States Government and the State of New Hampshire in extending the facilities and hospitality of Portsmouth to the members of the Armed services and to Civilian Defense workers and their families. This committee sought aid from the federal government to finance projects that would be helpful in the solution of this problem.

On May 26, 1941, the Portsmouth City Council adopted a resolution giving the United States Army the right to use Pierce Island as a recreational center for enlisted men. (1) The Army was also granted the privilege of making such recreational improvements as might seem reasonable. This island was used by selected troops throughout New England for a greater part of the war years.

On November 12, 1941 the City Council accepted a deed of the lot adjacent to the Army and Navy Association building for the sum of \$1.00. (2) At the same meeting it was voted to accept a lease of the Army and Navy building from the Association and to lease this building to the United

(1) Portsmouth City Council, Records of the Minutes of,
(May 25, 1941)

(2) Ibid., (November 12, 1941)

States Government. The reason for this was to avoid a legal technicality and allow the federal government to build an addition to the present building. If land was owned by a private organization, such as the Army and Navy Association, the United States Government would be unable to build. It must be leased by a municipality to the federal government. At the expiration of the period of the lease to the government, the land and building, which was to be constructed by the government, would revert back to the city for ownership. Permission was granted by the federal government to commence work at once on the construction of a recreation building to be used in conjunction with National Defense. On November 18, 1941, \$40,000 was approved by the Federal Works Administration for the federal construction of this recreation center by the United Service Organization. (1)

The original building was erected by the Army and Navy Association of Portsmouth in 1916. This building, having eighteen sleeping rooms on the third floor, plus recreational and reception rooms on the first and second floors, had been idle for many years.

The amount appropriated by the federal government provided for a large gymnasium, basement game room, a fully equipped photography room and additional furniture space.

(1) Ibid., (December 10, 1941)

On January 16, 1942 the building was dedicated, thus becoming a United Service Organization Club, and adding greatly to the recreational needs of service personnel in the Portsmouth area. (1)

The Military United Service Organization staff operated from these new quarters. The Portsmouth organization became known as a "Joint Occupancy" by having two directing agencies. The Salvation Army was designated as the directing agency in November, 1941, while the National Catholic Community Service representative was named assistant director. (2)

The YMCA which had closed in 1931 and reopened in 1938 by the state association, was renovated early in 1942. The unused indoor track was torn down, the walls were painted and some modern gymnasium equipment was installed. Rooms for wrestling or boxing and courts for badminton and handball were built. New showers, plus several hundred lockers were installed. A reading room was furnished in maple, and attractive ping pong and billiard tables were erected for use of the public.

It was felt that the building should be a social headquarters for the young people of Portsmouth. This was

(1) United Service Organization, Portsmouth District, Report of,
(New Hampshire, 1946)

(2) Ibid. (1946)

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to include both boys and girls and young men and women. Regularly scheduled classes were conducted and by September, 1942 the attendance exceeded 3,000 men and boys using the building and taking advantage of the showers and gymnasium equipment. (1)

In September, 1942 the Industrial United Service Organization established a unit in the YMCA building. This organization made an outlay of approximately \$10,000 for added equipment and for refurnishing the building. (2) The Industrial USO, as it was called, had been created to meet the recreational needs of the civilian population in the defense areas. This problem was even more acute than providing for the military.

During this period both the YMCA and the Industrial USO carried on activities in this building. In view of the fact that the USO was not being charged a stated rental fee for the use of the building, the YMCA directors urged the Industrial USO to give title of all of their furnishings in Portsmouth to the local YMCA at the conclusion of their operation in this building. The directors realized that with the extensive additions of furnishings made by the USO, unless they were given to the Association, there would be no funds with which to purchase these articles which had become

(1) Portsmouth YMCA, Report of the Directors of,
(New Hampshire, 1942)

(2) Ibid., (1942)

essential to the existence of the building. This was later agreed upon. Meanwhile the USO agreed to pay the YMCA \$200 per month for the use of the building and facilities, exclusive of dormitory rooms and YMCA office, for a period of five days a week. It was also agreed that the USO should have all of the money it received from its participants, and that the YMCA should maintain the building insurance. (1)

During the period of operation of the Industrial USO, the Men's Division carried on an extensive program. This included regular gymnasium classes three days weekly; apparatus activity twice weekly; basketball league mornings and evenings, twice weekly; volley ball leagues; and individual exercise. During the summer season there was an extensive outside program. This included a softball league, baseball team, block dances and field days. Their social program included movies, dances, game room, socials and a cribbage tournament. There was also an educational program which included a radio club.

The major concern of the Women's Unit of the Industrial USO was to supply the needs of women and girls working in cantonment areas and war industries, wives and families of service men, nurses and other girls at military and industrial posts. Although the entire first floor of the YWCA

(1) Ibid., (1944)

building was turned over to this Unit, it also made use of certain facilities of the YMCA and frequent joint affairs were held.

Among the activities sponsored by the Women's Unit were the forming of the three clubs of women and girls organized for the purpose of holding parties for service men; doing war and community work; and the affording of recreational opportunities for themselves, their children and families. Badminton, bowling and horseback riding were among the athletic activities enjoyed. They also sponsored cooperative suppers for women and girls eating their meals in the restaurants of the city. Every week movies were held for the children in the various housing projects. There were block dances and First Aid classes. One of the most helpful services offered by this Unit was the conducting of the Home Registration service. The Women's USO Unit maintained a hostess group providing dances for the service men. This however was taken over by the Military USO with the opening of the USO building.

Under ordinary circumstances the local civic organizations were very active within their own group but had no part in providing for recreation in the community. This was true of both the Rotary, Kiwanis and Lions Clubs of the city. The American Legion conducted two dances in their hall weekly, while the Lodge of Elks provided minor

recreational facilities for their members. The various Women's organizations also restricted their activities to their members with an occasional sponsored concert.

The North Congregational Church carried on hand-work classes and games for children between the ages of four and twelve. There was an average weekly attendance of 125. Their game room was in constant use by about forty boys and girls of high school age. (1) The adult groups of the Church met weekly, held suppers, discussions and parties. This group included about 200 members. (2)

The First Baptist Church had minor indoor recreational facilities which were enjoyed by the young people of its parish. This group held bi-monthly socials.

Other organizations carrying on various recreational activities included the Parent-Teacher groups, the Boy Scouts of America and the Girl Scouts of America, and various community groups located within the Wentworth Acres housing area.

In December, 1944 the Youth Recreation Council of Portsmouth was established. (3) This Council attempted to cope with the teen-age problems accentuated because of the war. It was felt that the recreational facilities were not

(1) United Service Organization, Portsmouth District, Report of,
(New Hampshire, 1946)

(2) Ibid., (1946)

(3) Ibid., (1946)

adequate for this group. A constitution was drawn up and adopted. The Council was composed of representatives from all the City Departments, Public and Private Welfare groups, the Parent-Teacher groups, Churches, Service Clubs, Youth Serving Organizations, Federal Agencies, Labor Organizations, the Chamber of Commerce, Women's Community Council, commercial recreation interest, the American Legion and Auxiliary, and library and music interests.

A questionnaire was sent out to the school children and interested youth groups for the purpose of determining their desires. This resulted in a Youth Recreation Conference being sponsored in February, 1945. (1) At this conference it was voted to recommend to the City Council that a Recreation Commission be established.

The establishing of a Youth Center at the YMCA building was an out-growth of this conference. The Center was opened during the afternoons of the entire week, and in the evenings on Tuesdays and Fridays. There was a strong attendance during the evenings, but because of a very small attendance during the afternoons, it was soon discontinued.

The Industrial USO continued to operate a series of public forums with the assistance of various organizations

(1) Ibid., (1946)

and individuals. Upon the completion of the USO program it was agreed to establish a community organization to carry on the work. This organization was known as the Portsmouth Community Forum. Its purpose was:

"To stimulate an interest in the continuation of learning through the adult years, to promote educational projects to meet that interest and to endeavor to stimulate community appreciation of good music." (1)

This organization was to be a non-profit organization. The money received was to be used solely for the furthering of adult education.

At a meeting of the Portsmouth City Council on February 8, 1945 a resolution was adopted recommending the establishment of a municipal "Playground and Recreation Commission". (2) It also recommended that the City Planning Board formulate a long-range plan for the immediate development of a well-rounded recreational program. On April 23, 1945 the Ordinance relating to the creation of the above Commission was read for the final time. (3) At the May meeting of the City Council, the Recreation Commission became an actuality. (4)

The Playground and Recreation Commission was composed of five members. (5) One of the members must also be

(1) Portsmouth City Council, Records of the Minutes of,
(November, 1944)

(2) Ibid., (February 8, 1945)

(3) Ibid., (April 23, 1945)

(4) Ibid., (May 11, 1945)

(5) Ibid., (May 11, 1945)

a member of the Board of Education, one a member of the Board of Street Commissioners, and three members selected at large, one of which must be a woman. The term of office for these members who were to serve without compensation was five years.

The Commission was:

"To provide, conduct and supervise the recreation areas, facilities, services and programs for public recreation in its broadest sense----including playgrounds, parks, playfields, swimming pools, camps, beaches, indoor recreation centers, etc.---" (1)

They were empowered with the authority to conduct activities and pay for all necessary supervision and caretaking of the grounds. They were also empowered with the authority to employ a trained and qualified Superintendent of Recreation and other assistants and supervisors, directors, inspectors, engineers, caretakers, etc., necessary to the conduction of an active program.

The Commission was ordered to make a full report annually to the Mayor and Council, together with recommendations and estimated funds required for the coming year.

They were further authorized to solicit and receive gifts, bequests or endowments, or grants from individuals, firms or organizations. The latter included state and federal agencies. They were empowered to administer these funds for the recreation of the people of Portsmouth.

(1) Ibid., (May 11, 1945)

During the time the Recreation Commission was under discussion, the City Council had been advancing the recreation for the public by appropriating sums of money to carry out any potential program that might develop. \$6,500 was granted in April, 1945. (1) In May of the same year \$1,200 was appropriated for improving the Pannaway Playgrounds which had been given to the city by the federal government in 1941. (2)

On June 13, 1945, Francis T. Molloy was appointed summer playground director at a weekly salary of \$50. (3) The period of employment was to extend from the week of June 17 through the month of August.

Assistance was donated by the Board of Education by offering the use of school facilities whenever practicable. The Physical Education Department made available to the Commission material for the summer program.

The summer playground program was carried on from 9:00 A. M. to 6:00 P. M., six days a week. Four general playgrounds were used to care for the children from five to sixteen years of age, and six served the children in the five to twelve age group.

General playgrounds were operated at the South playground and the Junior High School, the Lafayette and

(1) Ibid., (April, 1945)

(2) Ibid., (May, 1945)

(3) Playground and Recreation Commission, Report of the Minutes of, (Portsmouth, N. H., June 13, 1945)

New Franklin Schools, and at the Plains. Primary playgrounds were established at the Sherburne, Haven, Farragut, Wentworth, and Atlantic Heights Schools and at the Pine Street playground.

The program included all of the various games, drills in marching, band instruction for boys and girls over ten years of age--an elementary band program was conducted at the Junior High School. Lessons in arts and craft work and Scouting for both boys and girls was carried on.

The municipal swimming pool became a great point of contention. A report of inspection of the pool, which is located at Pierce Island, was made by the Sanitary Engineer, Division of Chemistry and Sanitation in the State Department of Health, in 1943. (1) This was originally made at the request of the Director of Parks and Playgrounds, but no action ever resulted.

The report showed that the pool which was originally constructed in 1934 was 250 feet long and 65 feet wide. The depth varied from 2 feet to 10 feet, and it had a capacity of approximately 600,000 gallons. The water was supplied directly from the Piscataqua River which received sewage from Kittery, Portsmouth, the Naval Shipyard, and cities and towns along the river. Even though a large dilution was encountered, the pollution of the water was too great to warrant its

(1) Portsmouth Municipal Swimming Pool, Report of Inspection of the, Sanitary Engineer, N. H. Dept. of Health, (July 21, 1943)

employment without adequate provisions for disinfection. At that time no treatment of any type was afforded. The chlorination equipment provided by the Army in 1941 was removed when they discontinued using it.

It was originally felt that the water could be changed daily with the fluctuation of the tides. This, however, was not possible, and it was actually changed on an average of three or four times weekly. This fact did not meet the minimum requirement of the State Department of Health. These conditions were further hampered by the presence of a sand bottom which made flushing and cleaning an impossibility. Large accumulations of foreign deposits had collected in the corners of the pool. (This was proven later when four trucks were used to haul the residue.)

It was also found that important appurtenances including shower baths, bath houses, toilets, foot baths, overflow gutters, etc., were either lacking or present in a most insufficient fashion.

The report recommended that steps be taken immediately to allow the pool to meet the State requirements. It prohibited any further use of the pool until the requirements had been met.

On August 1, 1945 a report of the Bacteriology Department, University of New Hampshire, was submitted to the Portsmouth Board of Health on water samples submitted

for bacteriological analysis. (1) The report, shown below, indicated that the water in the pool was highly polluted.

<u>Sample N.</u>	<u>Number of Bacteria per ml.</u>	<u>Coli-aerogenes organisms</u>	<u>Confirmed test</u>
1	50	Positive 5/5, 1/1 1/0.1ml	Positive Each. coli.
2	450	Same	Same

There was little done about the pool until it was again brought to the attention of the public after the establishment of the Recreation Commission. The Mayor was a strong advocate for a new pool, but she was generally opposed by the Council members. It was not until 1947 that the pool was rebuilt. It now rates among the best in New England.

The Recreation Committee, having completed its first successful season, was urged to take steps to promote activities for the winter months. A Director of Recreation for these months was appointed and a study was made of possible types of recreation to be sponsored. It was decided to stress a winter skating program. On October 2, 1945 a report was made to the Committee recommending the establishment of skating rinks in the following locations: The Atlantic Heights School, the Greenland Road Gravel Pit, Eldredge Pond, the Lafayette and New Franklin Schools, and the South Mill Pond. (2) It was also recommended that flood lights be

- (1) Playground and Recreation Commission, Report of the Minutes of, (Portsmouth, N. H., September 11, 1945)
 (2) Ibid., (October 2, 1945)

installed for, at least, four of the locations in order to insure the proper operation of night activities.

At this meeting of the Commission, it was recommended that the City Council appropriate \$3,000 for skating rink construction and improvement. (1) It was also recommended that an additional \$1,500 be appropriated for the maintenance and supervision of a winter program for the balance of the calendar year. At the December 4, meeting of the City Council, it was estimated that additional sums amounting to \$4,900 would be required for the maintenance and supervision. (2) This was approved and work was soon started on the establishment of rinks throughout the city.

The advancement made by the Recreation Commission during the year 1946 may be seen in the budget submitted to the City Council for carrying on their activities for the year. (3) This budget of \$44,950 included the following items:

Summer Playground Program	\$7,500
Winter Skating Program	2,500
Pierce Island Program	3,550
Construction of two fireplaces	200
Construction of two outdoor showers	1,000
Pannaway Manor Program	500
Pierce Island Swimming Pool	25,000
South Street Playground	5,000

(1) Ibid., (October 2, 1945)

(2) Portsmouth City Council, Records of the Minutes of,
(December 4, 1945)

(3) Playground and Recreation Commission, Report of the Minutes of, (Portsmouth, N. H., March 5, 1946)

In the Spring of 1946, a request was received for a softball league. Much interest was shown in this sport by the men of the city. The result was the organization of ten teams of fifteen men each. Games were held throughout the summer at both the Lafayette and the Portsmouth Plains playgrounds.

An instructor was obtained from the Extension Service at the University of New Hampshire to conduct classes for those people to be employed as playground supervisors during the summer months. Thus, the best possible supervision at the playgrounds in the city was assured. These playgrounds had been increased in number by three during the year. Four instructors were chosen to attend the Red Cross aquatic school at the expense of the American Red Cross. Until the swimming pool was ready for use, swimming instruction was given to supervised groups at nearby Wallis Sands.

During the latter part of 1946, the people of Portsmouth began to see the possibilities of obtaining the USO building as a permanent Community Center. The Army and Navy Association felt that the building was too large to warrant its operation by them for the comparatively small number of service men stationed in Portsmouth. It felt that it would be more advisable to have it used for general community activities. The Association agreed that they

would be willing to convey their interests in the building to the city without a cash consideration, if the federal government would also do so. (The ownership of the building was somewhat confusing in that the original building was owned by the Army and Navy Association, the new addition, completed early in 1942, was the property of the federal government, while the land upon which this addition was constructed was owned by the city of Portsmouth.)

The United States government was willing to allow the city to have the building for no cash consideration, provided that it be run in an non-partisan, non-sectarian manner, and that it be placed in the hands of capable managers.

At the December 12, 1946 meeting of the City Council, the Mayor was authorized to execute the necessary documents on behalf of the city to obtain possession of the building. (1) \$1,620 was appropriated at the same meeting for the purchase of furniture in the building and which was owned by the federal government. However, because of the confusing ownership and the encountering of a legal technicality, the building was not turned over to the city until the early part of 1947. Meanwhile the city ran the building under the rules of the Army and Navy Association.

(1) Portsmouth City Council, Records of the Minutes of,
(December 12, 1946)

The Recreation program has become a vital part of the life of the people of the city of Portsmouth. It has done much to provide for the people by providing both summer and winter activities. There is yet much to be done, but the activities discussed in this paper, plus those that have been accomplished in more recent months, show that the people of Portsmouth have been awakened to the need of healthful recreational activities for all.

HEALTH The location of the various defense industries, with the subsequent construction of the several housing projects, placed Portsmouth in the critical zone as far as the health situation was concerned. However, in comparison with many other defense districts, Portsmouth's facilities ranked high in their ability to care for the health needs of the increased population. These health needs involve adequate arrangements with hospitals, as well as an adequate sewerage system and a refuse disposal system, and means of solving the problem of pollution of nearby waterways.

According to the United States Public Health standards, the hospital facilities are adequate for a population up to 25,000. (1) These standards include all hospital beds within a twenty-five mile area. Within that range there is found the endowed, non-profit Portsmouth general

(1) Jordan, F. E., Portsmouth and National Defense, Reprints from the Portsmouth Herald, (New Hampshire, 1941, p. 34)

hospital with 110 beds; the United States Naval Hospital located at the Portsmouth Naval Shipyard; the Mark H. Wentworth Private Home for Chronic Invalids located in Portsmouth having a 51-bed capacity; and the private Graymore General Hospital with 25 private beds which was in operation during the early part of the war. These local institutions are supplemented by hospitals located at York, Maine, Dover, Rochester, Exeter and the Rockingham County hospital at Brentwood. It must be remembered that the Portsmouth Hospital serves a large area outside the city limits. Although the conditions were crowded, the hospital provided adequate service. The main threat throughout the war was that of being over-taxed because of an emergency, either an epidemic or a general conflagration.

The Portsmouth defense area is fortunate in being located in the only fully organized Public Health District of the New Hampshire State Board of Health. (1) The district includes both Rockingham and Strafford counties, the former of which Portsmouth is a county seat. The District employs a full-time health officer, public health nurses, a sanitarian and a secretary who performs the necessary clerical duties at the central office in Exeter. One nurse

(1) N. H. State Planning and Development Commission, Seacoast Region of New Hampshire, A Plan For Development of the, (New Hampshire, 1942), p. 60

is assigned to Portsmouth where she works with the local nursing organizations and carries on a program of venereal disease control.

A sanitarian of the United States Public Health Service is also to be found in the city. Other health facilities offered in the city include the regular tuberculosis clinic at which work is carried on through the efforts of the New Hampshire Tuberculosis Association. Other clinics to be found are a state-managed cancer clinic, a psychiatric clinic, an orthopedic clinic, and also one to combat venereal disease.

In 1941 the municipal health service employed 36 persons (23 of these were employed full time, while 13 were for part time only). Of the total number employed, 24 served under the Street Department handling the street cleaning, rubbish collection and disposal, and sewerage. (1)

The total expenditures of the city for health has been greatly reduced by State and Federal aid, as well as by private organizations. The Portsmouth Hospital handles hundreds of free cases during the year, and the District Nursing Association's activities provide a great amount of assistance to the city.

(1) Jordan, F. E., Portsmouth and National Defense, Reprints from the Portsmouth Herald, (New Hampshire, 1941), p. 38

Portsmouth is in the area in which an extensive mosquito control program is carried on by a specialist who operates out of the Exeter District Health office. Although the state as a whole finds this a minor problem, to the sea-coast area with its saltwater marshes, the mosquito is a great annoyance. The program, interrupted during the war, is now being developed more extensively.

The Portsmouth District Nursing Association was able to meet the problems with which it was faced. However the increase in the population of the city strained its services greatly. The shortage of nurses in general was also a contributing factor in the over-taxed conditions of the Association.

The city provided the services of a school nurse who worked directly with the children enrolled throughout the city. This nurse made regularly scheduled visits to all of the schools where routine examinations were carried on. A health record for each child was maintained, and any deficiency was reported to the parents. The nurse also examined any child who had been absent for a period of five days or longer. A certificate of reinstatement, which was necessary before the child was allowed to resume his studies was issued. The period of absence was decreased to three days during the War as a preventative in the spread of communicable diseases. The influx of people into Portsmouth,

and the establishing of two new elementary schools, made it necessary to employ a second school nurse. Thus, a more careful watch was maintained over the school children.

The most serious sanitation problem with which Portsmouth was faced was the problem of sewerage. As was evident in many towns and cities, the easiest method of disposal was utilized. All sewage from the community was discharged raw into the Piscataqua River and Portsmouth Harbor. This has caused a serious pollution problem along the entire waterfront. With the construction of more dwellings, the need of extended sewerage lines grew. In many instances little attention had been given to the engineering phases. This resulted in some mains being undersized which frequently gave cause to back-flooding conditions in the low areas. Some sewer outfalls were not submerged or extended sufficiently beyond the low-water mark. This created localized odor nuisances.

The city officials, attempting to avoid further reasons for difficulties, authorized a survey to be made of the sewerage needs of the city. The two main problems were created by the two defense areas under construction at the time. In the Sherburne area where the Pannaway Manor homes and the Golter development were located, it was feared that unless a disposal plant was erected, there would be damaging effects felt by the nearby water-shed.

If this occurred, the city water supply might be polluted. Engineers made inspections of the situation and decided that use could be made of added sewerage lines, connecting with the main sewerage lines of the city, without harming the water supply.

In the Wentworth Acres housing area it was found that due to the physical features of the land, it was impossible to connect a sewerage line to any of the present lines by gravity flow. This led to the construction of the only complete sewage disposal plant in the entire area. All sewage is treated by use of Imhoff tanks and chlorination before its final discharge into the Piscataqua River.

There was much discussion concerning the sewerage problem in meetings of the City Council throughout the entire war years. At various meetings appropriations were authorized to assist in the adding of new lines where needed. The most significant amount allotted for such purposes was obtained in October, 1941 when it was voted to approve the construction of sewerage facilities at a cost of \$150,806. (1) Of that amount the city voted to accept a federal allotment of a grant of \$57,306. The city would furnish the balance of \$93,500. (2)

(1) Portsmouth City Council, Records of the Minutes of,
(October 9, 1941)

(2) Ibid., (October 9, 1941)

In May of the same year the Defense Homes Corporation agreed to reimburse the city of Portsmouth for a net amount, not to exceed \$27,000, to be incurred by the city in the construction of adequate sewerage facilities in the Maplewood area. (1)

It is thus seen that although the city increased its expense of operation by the construction of sewerage lines, it was able to obtain considerable financial assistance from the federal government. The war has left Portsmouth with some fourteen additional miles of sewerage lines, there now being 74 miles of storm and sanitary sewer lines according to the latest statistics. (2) This had made possible the opening of many building areas which previously would not have received this community service. The main problem of the future is to provide some means of treating the sewage of the city, and thus eliminate, to a large degree, the pollution problems of the Piscataqua and its tributaries, as well as Portsmouth Harbor itself.

The need of the establishment of a public comfort station has long been felt. Portsmouth has had no public facilities of this nature. The only conveniences offered are to be found in the various restaurants and theaters.

(1) Ibid., (May 11, 1941)

(2) Portsmouth City Directory, The, (New Hampshire, 1947)

It is readily seen that these most inadequate facilities offered no solution to the problem; as the population and transient business grew, the need became more apparant. However, it was not until 1946 that the city purchased a parcel of land at the junction of Porter and Church Streets, a location convenient to the business district. The type of building to be erected created considerable controversy. It was finally decided that the building be used to meet two great health needs--a comfort station and a community health center. The second floor of the building was to be used for the latter purpose. All municipal health services including the various health offices and clinics would be found in this center. The construction of this building was finally commenced in 1947, and although the building was completed by the end of that year, it remained closed until late in 1948 because of a lack of funds for operation.

Garbage and rubbish collections are handled by the Street Department. Separate collections are made weekly throughout the city, excepting at the Wentworth Acres housing project, where the project administrators handle their own collection and disposal problem. The municipal incinerator has a capacity for disposing of the refuse from an estimated population of 25,000. During the war years it received wastes from both Camp Langdon and Fort Constitution. Although this added greatly to the load already carried, the condition was cared for satisfactorily.

III. CONCLUSIONS

The study of the effects of war on the social and industrial economy of the city of Portsmouth, New Hampshire, which has taken the writer the better part of two years to complete, includes nearly every phase of activity encountered by its people. An intensive study of the records of the Portsmouth City Council, together with those of the many other municipal departments and committees, and personal interviews with officials in key positions in the numerous branches of the city government, as well as in the social and industrial organizations within the city, form the basis for this paper.

Although it has been impossible to obtain exact statistics in many cases, due to the reluctance of officials to release them, or the failure of such actual statistics to have been maintained, the estimates and approximations given allow a clear picture of the economic conditions in Portsmouth to be presented.

Portsmouth and its immediate surroundings received some \$40,000,000 in gains in material possessions during the period under discussion. Time alone will show what use will be made of these gains, and whether or not they will prove of permanent benefit to the area.

During this period several million dollars were expended on the construction of new homes and the altera-

tions of many old buildings which afforded hundreds of new dwellings within the city. This factor, alone, is of extreme importance to the future of Portsmouth, for it provides an assurance of a stable labor market. However, it is also realized that the future of housing is dependent upon the status of the Naval Shipyard and the need for employees. This, together with the potential development of the industrial areas of the city, will long remain a problem for continued study by the city officials if full use is to be made of this labor supply.

The study of the future industrial development of the city of Portsmouth may be aided by taking advantage of the research activities carried on by the University of New Hampshire and the State Planning and Development Commission. A thorough study should be made of the types of industries that might be attracted to the area. These would undoubtedly include those employing workmen with skills learned at the Shipyard, namely: metal trades, auto parts plants, assembly plants, motor boats, plastics, wood and paper products, and chemicals. There are numerous ocean products that might well be used to make additional employment for the people of this city. A study of the feasibility of plants processing and marketing various types of fish and shellfish found in the nearby coastal waters should be made. It has always been a reflection on the city that this type of

The first of these is the fact that the
 British Empire is a vast and
 powerful one, and that it is
 the only one of its kind in the world.
 It is the only one that has
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 that it has been able to
 do so in the face of
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industry has been neglected for so long a period. (An industry of this nature was established here early in 1948.)

The addition of the Interstate Bridge with its 135-foot clearance in the lift span made the river accessible to large ocean-going steamers and thus, opened up approximately 1,000 acres of land as a potential industrial development along the banks of the Piscataqua. Although some of this land has been developed by various petroleum storage plants discussed in the section dealing with transportation, there is still much space available.

Even though there is land for a potential industrial development in Portsmouth, the likelihood of factories being erected on these sites is not too great. The main reason is the exorbitant cost of steel and other building materials, as well as labor, which would make such a venture almost prohibitive. Also, the current world situation, including the widespread agitation for the construction of industrial plants in areas not greatly populated, thus avoiding as much as possible the dangers of any future bombing. In addition to these reasons, many industrial concerns would hesitate to start production in a Naval Shipyard city fearing the possibility of widespread desertion to this industry. More important still would be the inability to compete with the high wages paid to Shipyard workers. As long as Portsmouth is a Shipyard city, there is very little hope of many diversified industries seeking

plant locations within the area. Still another reason has been the weak form of local municipal government found in Portsmouth. However, it is hoped that this situation will have been cleared up before long with the advent of a city manager form of government in January, 1948, for many industrial officials who might be potential settlers in this area hesitate to locate an industry where government policies are so unpredictable.

The increase in the transportation facilities of Portsmouth is another direct result of the war that should not be overlooked. The addition of the previously mentioned Interstate Bridge and by-pass has decreased the tremendous traffic problems existing in pre-war days by the constant flow of through-traffic on the narrow streets of the city. In addition to this project was the improvement of all travel bridges found in the city or in the immediate areas leading into the city.

The enlarging of the local airport to such an extent that it now rivals any airport in New England from point of size and number of runways, has also increased the potential wealth of this city. The future of this great asset is dependent upon the willingness of the city government to maintain and develop its facilities. Up to the present time only slight municipal interest has been shown. If prevailing conditions are allowed to exist, there is little possibility of

this airport becoming an important factor in the economic development of the city.

The fact that the Boston and Maine Railroad Company has seen fit to make Portsmouth its terminal in lieu of Newburyport, Massachusetts, has increased the number of trains entering and leaving the city. This, together with the assurance of the Navy Department of continued work at the local Shipyard, which increases the amount of freight passing through the Portsmouth terminal, allows one to believe that the outlook for the railroad industry appears to be good for the immediate future.

The enlargement of the educational facilities of the city during this period has added many thousand dollars to the valuation of this municipal department. However, the increase in the birth rate during the war years has added greatly to their problems. The kindergarten enrollment is much larger than ever before, and several assistants have been employed to aid the regular staff members. This all leads one to believe that the city is faced with future over-crowded conditions in all of the schools, particularly the junior and senior high schools. A new senior high school plant is needed to care for this situation. Although cost of construction is too high at present to warrant such an expenditure, the city officials have purchased a parcel of land to meet this problem when it is possible to build.

A new salary schedule for teachers was established in 1947 in an attempt to adjust the situation found in Portsmouth. Low salaries caused competition with other school supervisory districts to be keen, and many splendid teachers left this city to take advantage of the higher salaries. Although the present salaries do not compare with many of those found in other states, they are an improvement over those existing previously. As many of the teachers are local residents, there is little discontent.

It is interesting to note that during the war period many of the pre-war welfare recipients were engaged in some type of occupation and consequently their names disappeared from the welfare rolls. These same individuals are beginning to reappear in search of assistance. Many younger people are found to be asking for aid for one reason or another. In spite of this, the list has not yet reached its pre-war proportions.

The personnel and salaries of both the police and fire departments have been increased since the beginning of the war. Several thousand dollars' worth of equipment has been added to each department. This has resulted in increased protection to the city and the surrounding areas.

The thousands of dollars that have been spent by both the federal and local governments during this period for increased water and sewerage facilities have added greatly

to the health and safety of the city. However, there is still a great need for the construction of modern sewage disposal plants to eliminate one of the most serious health problems in evidence. This problem of pollution of the waters of the Piscataqua River and Portsmouth Harbor is created by the disposal of raw sewage.

The recreation problem that became so acute during the period under discussion was alleviated by the many organizations within the city and the United Service Organization. The enlarging of the recreational center building helped care for the war needs of the great influx of service personnel. The ultimate acquisition of this building by the city of Portsmouth offers a splendid possibility for a civic recreation center. How much actual use will be made of this building depends upon the interest of the city officials and the allotments by them of sufficient funds to carry out the necessary maintenance and program problems.

The non-municipal utilities were expanded greatly in order to care for the war needs. These facilities--electric, gas and telephone--have increased the valuation of the city and would afford heat, light and power, together with telephone service, to any type of industry desiring to locate in this area. This electric production is being increased at present with the erection of the new electric plant on the banks of the Piscataqua River near the Newington line.

It is evident that Portsmouth has gained much as a result of the war effort. The vast addition of material possessions that have been acquired by the city affords a means of building a prosperous future. The world conditions have assured employment at the Naval Shipyard for many more workers than before the war. Thus, a source of revenue which leads to good retail trading conditions would appear to be in continued evidence within the city. However, the future of the city of Portsmouth would seem to depend upon the intelligent conduct of the municipal government, together with the interest of the people in promoting all projects for civic betterment.

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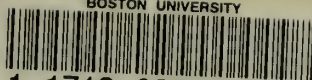
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